DOCUMENT RESUME

ED 138 253 IR 004 651

TITLE	Improving State Aid to Public Libraries.
INSTITUTION	Government Studies & Systems, Philadelphia, Pa.
SPONS AGENCY	National Commission on Libraries and Information Science, Washington, D. C.
PUB DATE	77
NOTE	104p.; For related document, see IR 004 650
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (Stock number 052-003-00325-2, $1.75)
EDRS PRICE	MF-$0.83 HC-$6.01 Plus Postage.
DESCRIPTORS	*Comparative Analysis; Economic Research; Federal Aid; Financial Support; Library Research; Library Role; Local Government; Public Education; *Public Libraries; State Agencies; *State Aid; State Legislation; *State Surveys; Tables (Data)

ABSTRACT

This study attempts to demonstrate that public library development should be an integral part of the states' mandate to provide public educational services, and that the level and pattern of state fiscal support for public libraries and schools should be more closely related. It examines state-by-state the disparities in state aid systems using materials and data from a study on evaluating the effectiveness of public library federal funding (IR 004 650). In considering the role of public libraries in education, comparisons are made of: (1) legal bases and organization of state library and education agencies; and (2) state-local fiscal support patterns for public libraries and schools. The study recommends that a national effort be made to increase state support for public libraries to more nearly conform with educational aid, and presents a strategy. A summary of state and federal court cases involving public libraries and education is appended. (Author/KP)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED138253

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

IMPROVING STATE AID TO PUBLIC LIBRARIES

Report Prepared for:

The Urban Libraries Council

by the

Government Studies and Systems, Inc.
Philadelphia, Pennsylvania 19104

Published

by the

National Commission on Libraries and Information Science

Washington, D.C.

February 1977

The views and opinions expressed in this Report are those of the Government Studies and Systems, Inc., and do not necessarily reflect official position or policy of the National Commission on Libraries and Information Science.

LR004651

EIL

Table of Contents

Page

Prefatory Note

I. Purpose of the Analysis and Historical Perspective on Public Libraries and Public Education Development ---------- 1

Introduction and Purpose ---------- 1

Historical Perspective and Relationships ---------- 6

II. Comparison of Legal Bases and General Organizational Structure of State Library and Education Agencies ---------- 14

Legal Bases ---------- 14

Mandated and Permissive Powers ---------- 15

Organizational Patterns ---------- 16

State Level Functions ---------- 18

State-Local Functions and Relationships ---------- 20

Judicial Interpretation of the Legal States of Public Libraries ---------- 22

III. The Role of the Public Library in Relation to Public Education ---------- 25

Early Concepts ---------- 25

Educational and Societal Changes Impacting on the Public Library ---------- 27

The Public Library as an Alternative Educational Resource ---------- 31

Conclusion ---------- 33

IV. Comparison of State-Local Fiscal Support Patterns for Public Libraries and Local Schools ------- 35

Introduction ---------- 35

Recent Trends ---------- 35

State Fiscal Support ---------- 40

State Fiscal Capacity and Effort ---------- 43

Comparison of State-Aid for Libraries and Local Schools ---------- 48

Mechanisms for Distributing State Aid to Public Libraries---------- 52

Table of Contents (Continued)

Page

V. A Strategy for Improving State Fiscal Support of Public Libraries ---------- 56

Conclusions and Recommendations ---------- 56

Appendices

A. Summary of State and Federal Court Cases Relevant to the Issue of the Relationship of Public Libraries to Public Education ---------- A-1

B. Comparison of Percent Distribution of Expenditures for Public Libraries and Public Education by Governmental Source of Financing, by States and Regions -1972, 1974--- B-1

C. Summary Notes on State Public Library Aid Programs ---------- C-1

D. Basic Characteristics of Public Education Subsidy Systems ---------- D-1

Bibliography

Tables

		Page
1	Organizational Location of State Library Agencies --	17
2	Comparison of Expenditures for Selected State and Lpcal Government Functions, 1975, 1974, 1972 and 1967 ----------	38
3	Comparison of Percent Distribution of Expenditures for Public Library and Public Education by Governmental Source of Financing, by States and Regions, 1975 ----------	42
4	A Two Dimensional Fiscal Pressure Index Using Adjusted Resident Personal Income to Estimate Fiscal Capacity ----------	46
5	Comparison of State-Aid Per Capita for Public Libraries and Public Education, 1975 ----------	49
6	State Funds Distributed to Local Libraries and Percent by Type of Aid System, 1975 ----------	54
7	Priority Ranking od States Reflecting Both Fiscal Capacity and Need to Increase Fiscal Support for Public Libraries ----------	63
8	List of States in Priority Ranking Reflecting Both Fiscal Capacity and Need to Increase Aid to Public Libraries ----------	64

Charts

1	Revenues of Public Elementary and Secondary Schools -	10
2	Public Library Expenditures Compared with Expenditures for Other Selected State and Local Government Functions 1967, 1972, 1974 ---------	37
3	Comparison of State Fiscal Support Levels (Percentages) of (1) Public Library and (2) Public Education Expenditures, 1975 ----------	41
4	Comparison of State-Aid Per Capita for Public Libraries and Public Education, 1975 ----------	53

Prefatory Note

The objective of this paper is to demonstrate that public library development should be considered as an integral part of the states' mandate to provide public educational services, and that state subsidy systems for public libraries and local public schools should be more closely related. The paper not only demonstrates the basic hypothesis, but it also documents the general inadequacies and deficiencies of state-aid systems for public libraries and suggests a strategy designed to stimulate improvement in all states.

The report is intended not only for library officials and administrators, but it is especially targeted for state legislators and administrative officials and general government groups. It is particularly designed to include comparative materials which states can use to examine, compare and improve their public library aid systems.

The report was prepared for the Urban Libraries Council (ULC). The National Commission on Libraries and Information Sciences (NCLIS) is owed a special debt of gratitude for cooperating in the study and for permitting the use of materials and data developed for the recently completed NCLIS study: Evaluation of the Effectiveness of Federal Funding of Public Libraries. This study could not have been completed without access to data compiled as a part of the NCLIS analysis with the cooperation of Chief Officers of State Library Agencies (COSLA).

A special advisory committee was formed by ULC to assist the study and review early drafts of the report. Members included Ervin J. Gaines, Executive Director of the ULC and Director of the Cleveland Public Library, Keith Doms, Director, Free Library of Philadelphia, Ernest E. Doerschuck, State Librarian (Pennsylvania), John A. Humphrey, State Librarian (New York), Joseph F. Schubert, State Librarian (Ohio), and Nettie Taylor, Assistant State Superintendent of Education for Libraries (Maryland).

The assistance and guidance of these individuals is gratefully acknowledged. Responsibility for the report and its conclusions and recommendations remains with Government Studies & Systems.

Jacob M. Jaffe and Dr. R. Kathleen Molz served as GSS constulants to the project and prepared sections of the report. GSS staff included John Benford, Senior Associate and Doran Twer, Research Analyst. Rodney P. Lane directed the study.

Government Studies & Systems

January, 1977

I

Purpose of the Analysis and Historical Perspective on Public Libraries and Public Education Development

Introduction and Purpose

This paper seeks to demonstrate that libraries and schools are integral parts of the states' mandate to provide educational services and that the level and pattern of state fiscal support for local schools and public libraries should be more closely related. The analysis will include a state-by-state examination of the disparities which now exist in the two funding systems. The underlying objective is to provide the rationale, justification and specific recommendations for changes in state law, structure or policy directed toward improving state fiscal support for the public library.

This study of state fiscal policies relating to both public libraries and public education is timely because of new and developing functional linkages in the delivery of library, information and educational services at the community level. First, there exists today increasing recognition and implementations of new, non-traditional educational approaches and programs in which community library facilities and services are (or can be) an essential ingredient. Second, in response to growing demands for information serving educational and cultural needs in urban jurisdictions, the public library's developing role is as the citizen's urban information

center. Finally, the public library is developing as an integral part of new inter-type library networks featuring advanced technologies making possible combined use of public, specialized and academic library services. All of these developments accent the need to examine and compare state fiscal policies supporting the two fields of services.

The perspective of the analysis is the state. Other research efforts have examined the total public library funding issue and have called for a more equitable distribution of fiscal support among the three levels of government. This notion of a balanced intergovernmental funding system for public libraries is endorsed here and accepted as a starting point for this analysis.

It is well recognized that, under the present pattern, the major portion of public library costs are paid by local government. On a national basis in 1975, local government provided 82 percent of public library expenditures, states provided 13 percent and the Federal government provided 5 percent. Among the 41 states for which data were available, the proportion of local government support ranged as high as 95 percent. In 17 states, local government provided more than 80 percent of public library expenditures. The lowest percentage of local support in any state was 54 percent. In only two states was the proportion of local support lower than 60 percent.[1] Thus,

[1] See Table 3.

the cost of maintaining and developing public library services to meet present and future needs is essentially in a fiscal burden now carried by local government. The problem then is to achieve, in fact, a balanced intergovernmental funding system.

A recently completed study under the aegis of the National Commission on Libraries and Information Science (NCLIS)[1] calls for substantial revision of the present Federal funding of public libraries under the Library Services and Construction Act (LSCA). While that study recommended an elevated level of Federal support in two specifically targeted areas of public library services development, it also called for increased state fiscal and functional responsibility. The underlying theme of the NCLIS study and numerous previous analyses is that the public library is an underdeveloped national resource of increasing importance in meeting present and future societal needs. In terms of the functions to be served by the public library, the status and developmental history of the institution, the delivery systems required to make adequate library services available, and the public goods theory supporting a three-level distribution of costs - a balanced intergovernmental funding system is a clear necessity.

---

(1) Evaluation of Effectiveness of the Federal Funding of Public Libraries, prepared by Government Studies & Systems for NCLIS, October, 1976.

Beyond the delineation of a strengthened and reoriented Federal support role, two quite related parallel actions are required to achieve an appropriately balanced intergovernmental funding system.

(1) Recognition and implementation by the states of an increased fiscal responsibility for development and maintenance of improved public library and information services available to all citizens.

(2) Improvement in balance and consistency of the percentage of public library costs now borne by local jurisdictions.

The objective of developing an adequate policy base to stimulate and support these actions will be achieved by demonstrating:

(1) that public libraries and information services are integral parts of the states' basic responsibility for public education;

(2) that the growth of public libraries and public schools followed similar patterns and represented related responses to educational, social, and cultural requirements of a pluralistic society;

(3) that in many states, recognition of this close functional and social purpose relationship is discernible in constitutional or statutory law, judicial determination, organizational structure and operational relationships;

(4) that broadened concepts of public education emphasizing non-traditional approaches and life-long learning will result in closer functional and operating relationships between the public library and local schools and much heavier use of community libraries and information facilities and services; and

(5) that disparities in level, pattern and objectives between library and local school fiscal support systems exist and must be examined in each state as a basis for stimulating and guiding the corrective action required.

The intended readership of this report is not limited to library boards, officials and other members of the library community. The readership target includes governors, state legislators, education officials and, more broadly, government research and public interest groups. The effort is to provide objective information and data which can be used to assist the development of improved patterns of state fiscal support without which the public library cannot meet emerging needs.

Historical Perspective and Relationships

Historical precedent rarely, if ever, is valued as a direct stimulant or basis for the development of new legislative policy. In our system of government, it is the function of the court to determine whether the actions of legislative bodies and the executive are in accordance with constitutional intent and guarantees. As will later be discussed, the courts of several states have been direct and clear that public libraries are indeed a part of the educational system and should be so considered. There are, however, numerous points of historical significance and parallel developments which should be mentioned in relation to the growth of the public library and educational systems.

A brief chronology of important events serves to indicate these historical relationships.[1]

1635 - first public latin school was founded.

1635 - Harvard, the first college in colonial America, was founded.

1639 - first school supported by direct taxation was established.

1642 - first locally elected school board was established.

1647 - first law (The Old Deluder Satan Act) providing for public education was passed.

1731 - Benjamin Franklin and associates founded the Library Company.

---

(1) Information for the chronology taken from The Condition of Education, 1976, National Center for Educational Statistics; and from Basic Issues in the Governmental Financing of the Public Library, Rodney P. Lane, USOE Commissioned Papers Project, Teachers College, Columbia U.

1751 - Benjamin Franklin opens his academy

1787 - Northwest Ordinance and subsequent Congressional action provided land grants to states for the support of schools.

1821 - first public high school is founded in Boston.

1827 - Massachusetts passes law requiring public high schools in larger communities.

1834 - Pennsylvania Public School law establishes free education.

1835 - New York and other states established school district libraries for children and adults.

1848 - first state law passed (New Hampshire) providing for establishment of public libraries and allowing local tax levy for library services.

1848 - Boston passes a special law permitting establishment of a public library and levying an annual tax for its support.

1850 - Massachusetts follows New Hampshire's example with a state law permitting the establishment of public libraries and allowing the possibility of state-aid for libraries from the education fund.

1852 - Massachusetts enacts first compulsory school attendance law.

1854 - Boston Public Library opened.

1860 - Morrill Land Grant College Act provided free land to encourage establishment of land grant institutions.

1874 - Stuart v. School District of Kalamazoo establishes right of school authorities to levy taxes for the support of schools.

1875 - by this year all states had established a state library for use by government officials, the judiciary and residents of state capitols.

1898 - first county library established in Ohio followed by similar development in other midwest and far west states.

This chronology of events could, of course, be extended and expanded. The only point here is to demonstrate that the developmental patterns of libraries and schools were similar

in nature and in timing. Obviously, both institutions developed in response to the need for education and practical knowledge in a new and fast growing country. Recognition of the need for and appropriateness of governmental aid in support of public libraries and public education came early. State laws authorizing or requiring library and educational services followed similar patterns. By the 1860's most states which then existed had established a state library as an essential information service for state government. As will later be described, state libraries did not emerge as agencies providing strong leadership and direction over the development of public libraries largely because their planning and funding role and powers typically were permissive, rather than mandatory.

Somewhat similar developments, but with important differences, occurred in public educational developments. The National Center for Education Statistics report mentioned earlier describes factors impacting on the states' educational role as follows:[1]

> Education in American society was highly valued by the Nation's early leaders. Yet, education along with other essential social services was not mentioned in the Unted States Constitution, and consequently, education became a responsibility of State and local governments. New States were required to provide for education in their constitutions, but there was no uniformity in approach. In fact, many States, while mentioning education in their constitutions, followed the National Government practice of relegating the function to lower levels of government. In some States,

---

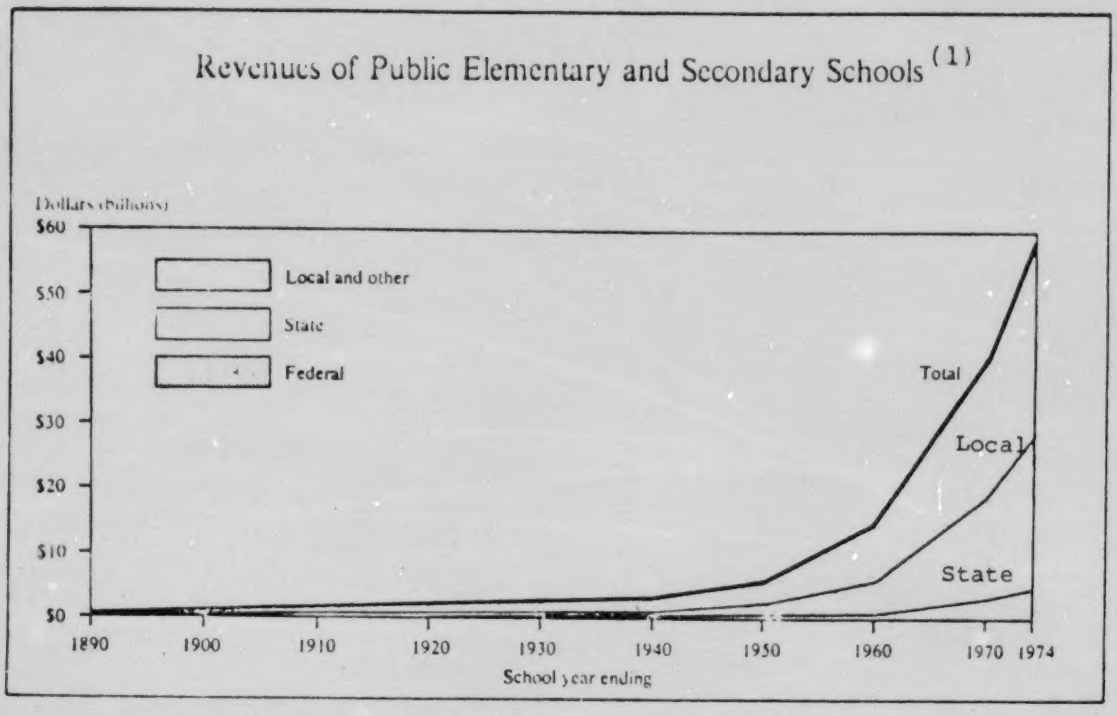
(1) The Condition of Education, 1976, NCES, p. 142

leaders such as Horace Mann focussed early attention on the vital roles of States in leading local government to better education. But education remained essentially a local responsibility. The trend was to avoid superimposing education from above and toward local initiative in education.

From a developmental point of view, perhaps the single most important factor which produced quite different governmental organizational, policy and fiscal support patterns between public libraries and education was the growth of compulsory attendance laws among the states. This legal requirement, first established in 1852, along with a burgeoning population and the social and economic demands for a structured educational experience extending over the formative years produced unique developmental patterns. The growth of local responsibility over schools produced, quite literally, an additional level of government - the local school district. This is a single purpose governmental unit which technically operates as the arm of the state educational agency in carrying out its responsibilities for the local public educational program.

As shown in Chart 1, for many years local revenues were practically the sole source of support for public schools, but state subsidies began early and by 1974 represented over 40 percent of public school revenue receipts. By contrast, the states' share of public library expenditures was only 13 percent in 1975. The primary basis of direct Federal support for public education began in 1964 with the passage of the

Chart 1



Elementary and Secondary Education Act (ESEA). It is interesting to note in this connection that the primary Federal support of public libraries began eight years earlier with the passage of the Library Services Act of 1956. This Act and its successor, The Library Services and Construction Act of 1964 (LSCA), has been viewed by some observers as a principal stimulant in moving the states from a passive to a leadership role in the development of expanded public library services available to all citizens. LSCA must be extended, in its present or revised form, or it will terminate in September, 1977. The National Commission on Libraries and Information

(1) Chart taken from The Condition of Education, 1976, NCES, p. 146.

Science report mentioned earlier calls for a strengthened and reoriented Federal role in a revision of LSCA.

Carleton Joeckel, writing for a Presidential Advisory Committee on Education in 1938, stated[1], "In the United States today it is accepted as axiomatic that the library is an essential and integral part of the educational system of the Nation." He then went on to describe the public library as the "most distinctive American contribution to the world pattern of library development," and as a "collaborator with the system of formal education". The value of the public library in adult education was particularly stressed in the repot. The notion of the public library as a collaborator with public education, perceived earlier by Mann, Barnard and other free school advocates, has taken much more specific form in recent years. Public reaction to performance inadequacies of the school system, plus new educational demands of what some observers refer to as the post-industrial era, are beginning to produce alternative educational patterns. Many of these new patterns feature a rejection of an isolated, highly compartmentalized and structured learning process. The new terms being discussed and defined currently include "lifelong learning," independent learning," continuing adult education." The role of the public library in meeting these new demands will be discussed in some detail later in this paper. At this point, however, it is relevant to point to language in the new "Educational Amendments of 1976"

---

[1] Library Service, by Carleton B. Joeckel, Prepared for the Advisory Committee on Education, 1938, p. 1, 5, 17.

(PL94-482), passed by the Congress in October 1976, to indicate the scope and importance of these new approaches.

"SCOPE OF LIFELONG LEARNING

"SEC. 132. Lifelong learning includes, but is not limited to, adult basic education, continuing education, independent study, agricultural education, business education and labor education, occupational education and job training programs, parent education, postsecondary education, preretirement and education for older and retired people, remedial education, special educational programs for groups or for individuals with special needs, and also educational activities designed to upgrade occupational and professional skills, to assist business, public agencies, and other organizations in the use or innovation and research results, and to serve family needs and personal development.

Perhaps the most concise description of the need for public libraries to respond to this challenge is the statement of Samuel B. Gould, Chancellor Emeritus, State University of New York. Writing on the subject of the library's role, Gould states:[1]

> The public libraries of our country and their professional associations are aware of these changes. But missing is an awareness that the library can, and perhaps will have to, be the focal point or rallying ground for coordinating the community's learning resources. A good many people are looking to the colleges or universities of a region to be that rallying ground. It is at least equally appropriate that the library assume such responsibility. It is ordinarily more attuned to the needs of a greater variety and number of people of all ages and circumstances; it is closer to all parts of the community by its very nature; it is, or should be, a significant force in the community's intellectual and cultural progress and its general upward mobility.
>
> Leadership in Education. The public library, therefore, must step into a position of leadership in bringing together the potential learning components of its community or region. It must create learning and counseling centers as part of its regular service--to counsel students,

(1) ALA Yearbook, 1975, p. 44.

> to direct them to appropriate places and institutions for learning, to organize programs of its own when these appear necessary. It must associate itself more closely with colleges and universities of its area and urge them to form consortia for the purpose of offering learning opportunities and determining satisfactory rewards for learning achievement. It must organize itself to provide personnel to guide students and sometimes teach them, materials that students may acquire or borrow, and, when appropriate, places where learning can be carried on. The library must prepare itself for these new roles by educating and training its administrators and staff to an understanding of, a commitment to, and a skill to function in line with this broad educational philosophy. In sum, it must generate for itself another major aspect of indispensability that will add increased strength to its already noteworthy reputation for service.

This summary and comparison of the historical roots and latter day developments of both public libraries and public education serve to highlight the basic compatibility of their respective missions. More importantly, it serves to make clear the challenge of the present and future. From a public policy viewpoint, neither public libraries nor public education can be allowed to have a distant or tangential relationship to each other. Closer planning and operational relationships must emerge to meet new challenges. Most importantly, state-local fiscal arrangements in support of the public library must be improved and some of the costs now borne locally must be shifted to the state level.

II

Comparison of Legal Bases and General Organizational Structures of State Library and Education Agencies

Legal Bases

The legal base for state governance of public education typically is imbedded in state constitutions. As Harris points out, "State constitutions outline the manner in which a uniform system of public schools is to be established and maintained. Some state constitutions describe in considerable detail essential provisions for a formal system of education. In others, the responsibility for establishing a uniform public school system is delegated to the legislature or general assembly."(1) In 39 states, the chief state school officer is designated in the state constitution.

In contrast to the constitutional foundation of state public education agencies, public library authority has only a statutory base in 48 states. Only two states - Michigan and Missouri - include state governance of public libraries in their present state constitutions. Unlike the traditional principal role for state education governance, the state library function typically was conceived very narrowly as a reference-resource service for the state legislature. Although by 1876 every state and territory in the union had a library in its capitol primarily for legislative reference, prescription of a

(1) Sam P. Harris, State Department of Education, State Board of Education, and Chief State School Officers, DHEW Publication No. (OE)73-07400, 1973.

developmental role by the states was not evident until the 1890's during which period some 15 states designated public library development as a major function of the state library agency. This expanded role was assigned to 24 state library agencies during 1900-1920, and the remaining states followed suit between 1921 and 1955.

Mandated and Permissive Powers

Within the context of their principal role in public education, state educational agencies have traditionally exercised strong mandated powers in the enforcement of standards and the supervision of public education. During the longer part of their existence, state educational agencies have viewed these powers as constituting their major role in education. This emphasis still remains in a number of states. However, as Harris points out, without giving up these powers, the orientation of educational agency administration has shifted from regulation and supervision to leadership and technical assistance in many states.

State library agencies, by way of contrast, have been largely assigned permissive powers. Based on available information, only five states (Florida, New Hampshire, New Mexico, New York, and Tennessee) have been granted mandatory powers. As was noted in a recent study for the U.S. Office of Education[1], few of the basic state laws

[1] The Role of The State in The Development of Public Library Services, Government Studies & Systems, 1974.

underpinning the development of public libraries reflect a strong legislative or administrative commitment to insure the establishment of an adequate statewide pattern of library services.

The powers of state education agencies are very broad, and they are firmly rooted in constitutional and statutory authority. Thus, the potential for growth and change is substantial, and state agencies have responded to that potential. In contrast, most state library agencies have narrowly defined powers with very little opportunity or potential for growth and change.

Organizational Patterns

In view of the strong and broad legal base for education and the administrative tasks involved in implementation, it is not surprising that the function is organized as a major department in all state governments. Particular organizational patterns vary from state to state. A few states have a single agency for all levels of education; others have separate agencies for elementary-secondary education and higher education. All basic education responsibilities are assigned to departmental agencies of the state governments.

This picture is in marked contrast to the state organizational pattern for the public library function. As shown in Table 1, the organizational pattern for libraries varies from divisions within other departments, to separate agencies, to a variety of boards and commissions which may operate either in an administrative or advisory capacity.

Table 1

Organizational Location of State Library Agencies

	Dept. of Education	Other Admin. Dept.	Separate Board or Commission	Separate units under Governor	Comments
UNITED STATES					
ALABAMA			x		5 Members, G.A.
ALASKA	x				
ARIZONA		x			Dept. of Administration
ARKANSAS	x				Autonomous within Department
CALIFORNIA	x				
COLORADO	x				Delegation to State Library
CONNECTICUT			x		
DELAWARE		x			Department of Community Affairs
DIST. OF COLUMBIA					
FLORIDA		x			Department of State
GEORGIA	x				
HAWAII	x				
IDAHO	x				Also has a State Lib. Board
ILLINOIS		x			Sec. of State
INDIANA			x		5 Members, G.A.
IOWA			x		
KANSAS				x	Without separate board
KENTUCKY				x	Without separate board
LOUISIANA			x		5 Member, G.A.
MAINE	x				Board of Commissioners
MARYLAND	x				Board of Education
MASSACHUSETTS	x				Board of Commissioners
MICHIGAN	x				Library Advisory Board
MINNESOTA	x				
MISSISSIPPI			x		5 Member Commission, G.A.
MISSOURI	x				
MONTANA			x		5 Member Commission, G.A.
NEBRASKA			x		6 Member Commission, G.A.
NEVADA				x	Without separate board
NEW HAMPSHIRE			x		5 Member Commission, G.A.
NEW JERSEY	x				7 Member Council
NEW MEXICO			x		State Library Commission
NEW YORK	x				Board of Regents
NORTH CAROLINA		x			Department of Cultural Resources
NORTH DAKOTA		x			Department of Institutions
OHIO			x		State Library Board
OKLAHOMA			x		7 Member Board, G.A.
OREGON			x		Board of Trustees, G.A.
PENNSYLVANIA	x				12 Member Advisory Board, G.A.
RHODE ISLAND				x	Without separate board
SOUTH CAROLINA			x		7 Member Board, G.A.
SOUTH DAKOTA	x				Advisory Council
TENNESSEE	x				
TEXAS			x		Executive Department under Gov.
UTAH			x		10 Member Commission, G.A.
VERMONT			x		Board of Library, G.A.
VIRGINIA			x		9 Member Board, G.A.
WASHINGTON			x		5 Member Commission, G.A.
WEST VIRGINIA			x		5 Member Commission, G.A.
WISCONSIN	x				Advisory Council
WYOMING			x		9 Member Board, G.A.

G.A. - Governor Appoints

Source: The State Library Agencies, 1975, Donald B. Simpson, ASLA

17

In 19 states, including six of the ten largest states, library functions are organized as units of the state education department. In six other states, the library unit is part of other departments (state, community affairs, institutions, cultural resources). The library agency is a separate unit under the governor in four states, and in 21 others it operates under a policy-making board or commission.

Every state with the exception of Wisconsin has a state board of education which shares authority with the head of the educational agency. The pattern is not so strongly uniform with respect to libraries. A majority of states, including the 19 in which libraries are part of the education department, have policy making boards or commissions. In nearly all of these states, the members of these boards and commissions are appointed by the governor. Twelve states have advisory boards or committees.

State Level Functions

Educational functions at the state level cover a wide area of administration. One typical grouping includes the following major categories.

1 - general management

2 - planning, research, development, and evaluation

3 - consultative services

4 - distribution of resources (state-aid)

5 - internal services

6 - operation or approval of programs and schools[1]

In a number of states the educational agency covers the full spectrum of education - elementary and secondary schools, vocational and career education, and higher education. In some states, the major groupings are separately organized under special boards. Recently, increasing emphasis is being placed on leadership, planning, and supportive functions in many states.

As indicated earlier, most state library agencies began with the primary mission of serving as a state library information and reference service. Since the advent of L.S.A and L.S.C.A., these agencies have assumed a planning and development function with respect to statewide public library services and thus the scope of the state agency functions has broadened considerably. A recent study of state library policy identified the following functions as common to most state library agencies[2]:

1 - development of short and long range plans

2 - coordination of a large variety of library activities

3 - studies of existing or needed services

---

(1) Yeuell Y. Harris and Ivan N. Seibert, eds., The State Education Agency: A Handbook of Standard Terminology and A Guide for Recording and Reporting Information About State Education Agencies, 1971.

(2) Douglas St. Angelo, Annie Mary Hartsfield, and Harold Goldstein, State Library Policy, 1971.

4 - provision of expert aid through consultants

5 - establishment of a clearinghouse function on library matters

6 - conduct of training programs

7 - promotion of local library interests and activities

8 - evaluation of library development within the state.

Although there appears to be a close similarity between the span of public education and public library functions, it is fair to say that state library agencies, in general, operate more in a coordinative than in an administrative role. This is especially true where state laws merely permit, or authorize, the establishment of local libraries. L.S.C.A. gave state library agencies a new and important financing function and in many states this has been matched by the growth of state financing and policy making powers with respect to library services development. It is clear, however, that the administrative powers of the state library agency are substantially more limited than those of the education agency. It is not unrelated to note that a finding of the St. Angelo study mentioned earlier was that library agencies within state departments of education receive more funds per capita than those directed by public boards.(1)

State-Local Functions and Relationships

Constitutionally, local governments are creatures of the state and derive their powers from state authority. In practice, the operational status of local school districts reflects this doctrine much more directly than general purpose local governments. As one educational observer puts it, "Local control has become virtually a myth with

(1) Ibid, p. 21

the proliferation of state statutes and regulations relating to curricular offerings, textbooks, certification of teachers, budgeting and accounting procedures, controls with regard to the expenditure of funds, and limitations on local tax levies. In practice, control of schools is local only to the extent that state legislatures and agencies choose to permit. The courts have been crystal clear in referring to local school districts as arms of the state, creatures of the state, or agencies with limited responsibilities and functions which exercise a portion of the power of the state." (1) While it is clear that there is state direction of the public education process, it is by no means a monolithic structure. In most states, local school districts are substantially responsible for operations and financing the local share of education costs, including determining the local tax levy.

On the other hand, while state library agencies are now charged with important planning and funding responsibilities, it was not always so. Meanwhile, in many states, local library systems were established and grew without much state leadership or financial aid. Thus, it is understandable that local public library systems function today with a minimum of state controls and that the primary state-local relationship, in some states, is the administration of L.S.C.A. funds. With the state library legal base typically expressed in

---

(1) Alternative Programs for Financing Education, Vol 5., National Educational Finance Project, p. 106.

permissive rather than mandatory terms, with the generally weak position of state library agencies in the administrative hierarchy, and with quite limited state financial support, it is not surprising that the pattern of state local relationships in the field of library services stands in contrast to that in the education field.

Judicial Interpretation of the Legal Status of Public Libraries

It is clear from the preceding analysis of legal base, organizational pattern and state-local relationships of public libraries and public education that there are both similarities and differences. The most significant difference, of course, is that public education is usually based on constitutional or specific statutory authority and the function represents a state mandate to provide educational services. There is activity in some states, however, to improve the legal base underpinning the development of public library services. Maryland, for example, recently amended its laws relating to public libraries and included the following statement of policy emphasizing the importance of library services development as an essential component of the educational system.[1]

---

[1] Laws of the State of Maryland, Article 77, Chap. 16, Sec. 162.

Public library resources and services are essential components of the educational system. They stimulate awareness and understanding of critical social issues, and assist individuals in reaching their highest potential for self-development. The State of Maryland, in collaboration with the counties and Baltimore City adopts the policy to continue the orderly development and maintenance of library facilities and services throughout the State. The State encourages and supports the development of coordinated programs and services with other libraries and institutions that will provide the widest possible access to the library and information resources of the State and insure more effective and economical services to all library users.

The question of whether public libraries are legally a part of public education has been also a subject of judicial review at state and national levels. Dr. Alex Ladenson, Editor of American Library Laws, has recently completed an analysis[2] of important court cases on this issue and the evidence is both affirmative and persuasive. Dr. Ladenson identifies state supreme court cases in nine states, as well as a federal case, all of which support the interpretation that libraries are educational institutions. The cases span a time frame of more than 90 years (from 1877 to 1971). The states represented are Colorado, Illinois, Indiana, Iowa, Kentucky, Massachusetts, Michigan, Missouri and Pennsylvania.

---

(2) "Is the Public Library an Educational Institution?" Alex Ladenson, to be published soon in the Wilson Library Bulletin. (Text provided by Dr. Ladenson.)

One of the most significant cases, in Dr. Ladenson's judgment, was State ex rel. Carpenter v. St. Louis, 318 Mo. 870 (1928), in which the court ruled that a public library was an educational institution and that public library service is a state governmental function. When Missouri adopted a new constitution in 1945, it established that it was a policy of the state to promote and support free public libraries. A summary of these cases, including excerpts from the judicial opinion is presented in Appendix A.

Thus, judicial opinion in these nine states strongly support the theory that public libraries are educational institutions. A Federal case also supports this theory, and two states have confirmed it in their state constitutions. In some states the statutory relationship between public libraries and education is being reaffirmed. In view of the substantial legal support emphasizing the functional relationships between public libraries and public education, it would seem reasonable to expect some degree of comparability and consistency in the financing mechanisms providing state support for these related service areas. A later section examines and compares the two support systems in terms of their impact on local services. The next section examines in more detail the role of the public library in relation to public education.

III

The Role of The Public Library In Relation To Public Education

Early Concepts

Historically, the concerns of the public library have been linked with those of public education. Indeed, part of the rationale put forth by the trustees of the Boston Public Library, the first of the great nineteenth-century libraries to be established in a major American city, stemmed from the belief of the trustees that the public library would become

> ...the crowning glory of our system of City Schools; or in other words...an institution fitted to continue and increase the best effects of that system, by opening to all the means of self culture through books, for which these schools have been specifically qualifying them.

"Self-culture," "self-education," "adult education," "continuing learning," and "non-traditional study" are but variant phrases to describe processes through which mature people continue their education beyond their own school-age years.

Over time, the public library has been regarded as a logical site to stimulate those processes. In a straightforward but statesman-like way, William S. Learned of the Carnegie Foundation for the Advancement of Teaching expressed this concept well in 1924 when he proferred his treatise on The American Public Library and the Diffusion of Knowledge. The work was published at a time when renewed attention to adult education had been occasioned in the

United States by the problems of a post-war era. The need for the education of returning veterans and the social re-education of the many citizens, whose lives had been affected by the first World War, provoked a substantial growth in what was then called adult education. With considerable prescience, Learned called for the public library ot serve as "a community intelligence service," thus transforming its role as a "free community book exchange" into "an active intelligence center through the addition of a competent staff of scholars trained in fitting books to human needs." In the same year that Learned's work was published, 1924, the American Library Association, aided by the Carnegie Corporation of New York, appointed a Commission on the Library and Adult Education, which studied not only existing educational services in the libraries of the country but also posited several recommendations to aid in the furtherance of the public library's role in adult education. The depression years only increased the need for a community facility responsive to the needs of out-of-school and, more often than not in those troubled days, out-of-work adults.

Adult education and its manifestation in public libraries through the period of the second World War embraced a variety of techniques. Margaret E. Monroe has summarized these to include: planned reading programs and readers' advisory services for individual readers; services to community institutions; and finally library-sponsored group programs, such as film programs, or lecture series. So accepted did such activities

become in public libraries, argues Miss Monroe, that they were no longer regarded as aspects of adult education but rather as standard services rendered consumers of public library services.

During the early 1950s, Helen Lyman Smith, head of the Adult Education Department of Buffalo Public Library, conducted a survey on behalf of the American Library Association of adult education activities in the public library. She concluded that the public libraries of the United States were providing adult education services to other agencies and groups using a variety of services, activities, materials, and personnel. Among these activities found by Smith were library participation in planning community-wide educational programs; rendering subjects and resources in program planning for community leaders; provision of information about adult educational opportunities; and the presentation of lectures and book reviews.

Educational and Societal Changes Impacting on the Public Library

Although such activities were further developed during the decade of the 1960s, so much happened in the educational and social spheres during that turbulent decade that the library's role in the society became the subject of strutiny by professionals and outside observers. A whole generation of children, the product of baby boom generated in the early 1940s, reached high

school and college age. Reared within an educational philosophy that stressed multiple resource use rather than the single textbook, these children and youth invaded the public libraries of the nation in search of materials for their ubiquitous term papers. So great was student use of the public library that the American Library Association sponsored a three-day core session in the midst of its 1962 annual conference, devoted to the issues facing the library profession in meeting the needs of students and the educational process. It is important, here, to remember that federal aid in support of both the libraries in the public schools and in institutions of higher education was then three years away. (It was only in 1965 that Congress enacted and the President approved aid programs to assist libraries of types other than the tax-supported public one.) Hence, the dilemma of the public librarians was quite real; could they, the question was begged, take on the role of recource supplier for all the students in the nation?

It was also during this period that many service agencies, including the public library, became increasingly aware of the changing configuration in the metropolitan area. Although harbingers of this change were known to many urban librarians early on in the new decade, they were given greater emphasis by the Symposium on Library Functions in the Changing Metropolis, sponsored by the National Book Committee and the Joint Center for Urban Studies of the Massachusetts Institute of Technology and Harvard University. Held in May of 1963, the Symposium

brought together a cadre of the nation's social scientists and the librarians of the major metropolitan libraries to discuss the issues of center-city decline, suburban growth, and the increasing growth of a largely undereducated inner-city population. Split between the demands of a highly demanding group, i.e. the students, and the often unvoiced demands of a nascent community of new users of the library, the public librarian of the early 1960s felt slightly ambivalent. As one observer of the scene expressed the phenomenon: "Asked to balance the insistent questions of a would-be statistician or physicist with the often inarticulate demands of the near-illiterate, the librarian feels remotely like an inept juggler, his eye on two balls, entertaining no real hope of catching either the one or the other."

The year, 1965, served as a kind of turning point. President Johnson signed with alacrity measures to aid both the libraries of academe and those of the public schools (Higher Education Act, Title II, 1965; and Elementary and Secondary Education Act of 1965, Title II). For the first time, federal aid in support of libraries, other than public libraries, was instituted. The result was not perceivable at the outset, but an increased and highly sophisticated service for the nation's student population was now available through school libraries. This factor was particularly true in the nation's elementary and secondary schools, where library service was not so common in former times. As Nathan Glazer has observed: "When I went to the public elementary and high schools of New

York, there were no school libraries -- or if there were no one knew about them and no one used them. The pattern of book borrowing was confined to the public library."

Pressed at the outset of the decade with a demanding constituency, the public librarian by the mid-1960s turned with increasing concern to the changing needs of the adult populace, which, in the inner city, was no longer middle-class, or highly educated. The problems of inner-city blight have been given so much exposure that it is hardly necessary to detail them here. Suffice it to say that the major cities along the East Coast, in some parts of the mid-West, and even in other areas of the country showed a massive decline in the circulation figures of their principal public libraries. This decline is generally dated as beginning around 1965, and it has continued in some communities through the decade of the 1970s. The reasons are many and complex: fear of the streets, an in-migration of non-English speaking people, a lack of relevance on the part of the public library to a lower-class clientele, the declining purchasing power of straitened public library budgets to support new and auxilary services, and many others. Without sufficient financial backing to serve an hitherto unserved adult clientele, the urban public libraries of the nation faced the last quarter of the 20th century with a sense of misgiving about their mission and their role in the nation's future.

The Public Library as an Alternative Educational Resource

At the same time as the librarians were facing up to their own problems in once again attracting and holding an adult population, the nation's educators began to put considerable stress on the public library's role as an alternative to school-oriented education. This was a new and potentially far-reaching development. Some observers and critics of the social and educational scene called for a deschooled society, one which would restore educational values and render the educational services needed by the nation, but at the same time lessen the bureaucratized nature of the country's present school system. Perhaps, the most outspoken of these new critics was Ivan Illich, who called for a deschooled society with greater emphasis on self-directed learning. In his book, Deschooling Society (1972) Illich comments: "If the goals of learning were no longer dominated by schools and school teachers, the market for learners would be much more various and the definition of 'educational artifacts' would be less restrictive. There could be tool shops, libraries, laboratories, and gaming rooms....The professional personnel needed for this network would be much more like custodians, museum guides, or reference librarians than like teachers."

Although it is doubtful that Illich's schema for a re-directed schooling system would ever be effected in the United States, his ideas were reflected in the writings of other edu-

cational critics. In discussing alternatives to our present conventional schooling system, John Holt, for example, suggests that the public library deserves greater scrutiny in our society. "In most places," he comments, "the schools are probably twenty to fifty times as large as the library and spend twenty to fifty times as much money. It is this kind of imbalance that we ought to change. Whatever money we put into institutions should go to those that are truly open, which anyone can use, without preconditions, and for his own purpose. Such institutions are what Illich, Reimer, and others call networks, and the public library is only one very special, and perhaps rather conventional example of these. Still it is worth looking at."

The concept that the public library should serve as an alternative to the formalized educational structure of the United States rather than as a corollary or supporting arm to it was given further credence by the work of the Commission on Non-Traditional Study, a group of 26 educators chaired by Samuel B. Gould. In its report, Diversity by Design (1973), the Commission argued for a strengthened public library, one with the capacity "to become a far more powerful instrument for non-traditional education than is now the case." The Commission further commented:

> Public libraries have too long been regarded as passive conveyors of information or recreation, available when needed, but not playing or expected to play, active roled in the educational process. Their vast capabilities have often been ignored. In truth, the public library is literally a college around the corner.

To many librarian readers of the Commission's report, the "college around the corner" may have seemed a simple restatement of Alvin Johnson's coinage, "the public library: the people's university," first enunciated in 1938. Nonetheless, with the increasing emphasis on such ideas as the "open university," the "university without walls," the external degree, and other alternative educational devices, the public library in a number of major American cities has cooperated with the College Entrance Examination Board (CEEB) to establish a College Level Examination Program (CLEP) through which adults made use of branch facilities for independent study toward the achievement of college-level credits. Local institutions of higher learning supplied the instruction and prepared the reading lists, while the libraries provided the necessary environment for the independent student and the necessary resources for his work. The Dallas Public Library served as the pilot site for the CLEP experiment. Their handling of the situation has been fully detailed in The Public Library in Non-Traditional Education by Jean S. Brooks and David L. Reich, two DPL officials, who were instrumental in implementing the independent study program.

Conclusion

From its inception, the public library in this country was regarded as an informal agency for the education and edification

of adults. Services to children, as a generalized phenomenon among libraries, was a far later development. It is not without irony that new spokesmen for a more liberal approach to the learning process for maturer Americans see so clearly now a defined role for the public library in non-traditional study and in continuing or life-long education. At mid-nineteenth century, the public library was perceived by its founders as the most effective, convenient, and economical way to provide information "for the whole people in the subsequent and much more capable and valuable periods of life." Had public libraries proved more competitive in the educational arena, attracting a larger proportion of the educational budget, they might not need many of the recommendations which now call for their expanded role. Suffice it to say here that the librarians have over the course of almost two centuries perceived their role as one of aid and assistance to the independent learner. Whether such efforts were called adult education, or continuing learning, or non-traditional study is not of great importance; what is of importance is the assessment of the present strength of the public library, in terms of resources and personnel, to carry out the mission which the educational community at large now calls for, and which the library community has from its inception always recognized.

IV

Comparison of State-Local Fiscal Support Patterns for Public Libraries and Local Schools

Introduction

Thus far this analysis has focussed on similarities and differences in historical bases, developmental patterns, objectives, functions, legal bases, and organizational structures between public libraries and public education. In the fiscal support analyses which follow, the emphasis shifts to an examination of contrasts. The shift is realistic, not a manipulation of data to demonstrate a particular point of view. State aid payments to local schools represent a major portion of the general fund budget in many states. State subsidies to local public libraries are miniscule by comparison. The objective of the analysis is not based on some premise of parity in library and education subsidies from the state, nor does it reflect any notion that equivalent funding is required. Rather, the hypothesis is that, given developmental, functional, organizational similarities, not to mention judicial determinations relating the two functions, there should be some relationship in the level and nature of state fiscal support. To that end, the analysis examines funding disparities and compares trends patterns and mechanisms in the state-local fiscal support of libraries and schools.

Recent Trends

Comparative analyses make it clear that the public library has low priority in the array of public services that are

provided and financed primarily by local governments with some assistance from the states and the Federal government. Witness the fact that state-local expenditures for public libraries accounts for only one-half of one percent of total general expenditure.

When the public library function is related to four other people-oriented activities of local government--local schools, health and hospitals, police, and parks and recreation--libraries have barely held their own since 1967 (Chart 2 and Table 2). Indeed, the library share has lost some ground, dropping from 1.3 percent of the $39.1 billion spent for the five purposes in 1967 to 1.2 percent of the $80.2 billion in 1974, and about the same proportion of the $93.3 billion spent in 1975 for those functions. While total expenditure for the five functions grew almost 2 1/2-fold between 1967 and 1975, public library expenditure barely doubled during the same period.

Interestingly, the growth trend for local schools has also fared poorly in the past eight years. Between 1967 and 1972, the annual rate of increase for both local schools and public libraries was considerably below the average for all functions. Total general expenditures grew during that half-decade at an average annual rate of 12.5 percent; schools at 11.1 percent and public libraries, 9.5 percent. The next two years (1972-74) experienced a general slowdown in state-local expenditures, to 8.7 percent annually. Public libraries

Chart 2

PUBLIC LIBRARY EXPENDITURES COMPARED
WITH EXPENDITURES FOR OTHER
SELECTED STATE AND LOCAL
GOVERNMENT FUNCTIONS
1967, 1972, 1974

Source: Derived from Table 2.

TABLE 2

Comparison of Expenditures for Selected State and Local Government Functions, 1975, 1974, 1972 and 1967
(in millions)

Selected Functions	Expenditures 1975	1974	1972	1967
Public libraries	$ 1,119	$ 968	$ 816	$ 518
Local schools	61,485	53,059	46,671	27,590
Health and Hospitals	18,847	15,945	13,023	6,640
Police	8,387	7,289	6,005	3,049
Local parks and recreation	3,462	2,951	2,318	1,291
Total Selected Functions	$ 93,300	$ 80,212	$ 68,833	$ 39,088

Source: Bureau of the Census, Governmental Finances in 1973-74; Census of Governments, 1967, Vol. 4, No. 5: Compendium of Government Finances; and Census of Governments, 1972, Vol. 4, No. 5: Compendium of Government Finances. Government Finances in 1974-1975.

did slightly better--8.9 percent. But in the face of a declining school population, growing public disaffection with the quality of education and a citizen revolt against rising school taxes and indebtedness, the rate of increase for local schools dropped to almost half the previous rate--6.6 percent. As a result, the local school share of expenditures for our selected functions declined even more than did the library share--from 70.6 percent in 1967 to 66.6 percent in 1974 (and 65.9 percent in 1975).

By 1975, double-digit inflation had caught up with all governmental functions, including public libraries and local schools. Expenditure for our five selected functions increased by 16.3 percent between 1974 and 1975. Public libraries and education rose at a slightly slower pace--15.6 and 15.9 percent, respectively.

Looking at public libraries as an integral part of the whole educational process, we find, of course, that the resources devoted to the public libraries are infinitesimal--less than two percent of the total, as the following table shows.

	Expenditure (Millions)			Percent Distribution	
Year	Total	Local Schools	Public Libraries	Local Schools	Public Libraries
1975	$62,604	$61,485	$1,119	98.21%	1.79%
1974	54,027	53,059	968	98.21	1.79
1972	47,487	46,671	816	98.28	1.72
1967	28,108	27,590	518	98.16	1.84

The public library share actually dropped slightly, from 1.84 percent in 1967 to 1.79 percent in 1974 and 1975.

State Fiscal Support

The states have long recognized their role in helping to finance local schools, and recent court cases, such as Rodriguez, Serrano, and others, have fortified the notion that each state has an overriding obligation to assure the same quality of schooling to all of its inhabitants regardless of interlocal differentials in available resources. In response to these landmark rulings, states are reexamining rigorously their education subsidy mechanisms. For the same reasons, the equalization performance of public library subsidy mechanisms should also be reexamined.

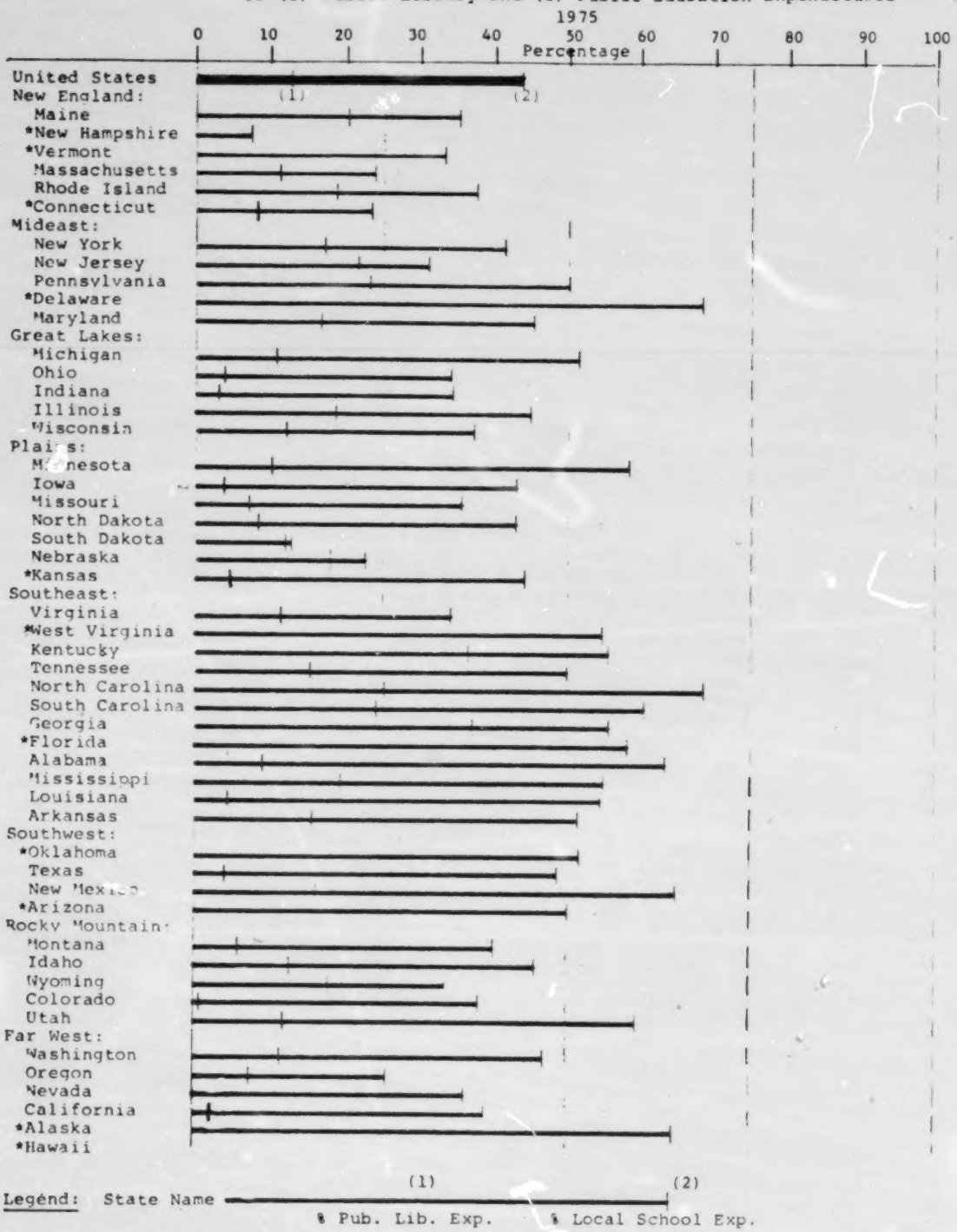
The state share of local school financing far exceeds that for any other function. Nationally, in 1975 states provided from their own revenue sources 43.6 percent of the local school bill, with 7.8 percent coming from the Federal government and 48.6 percent from local governments (Table 3). This contrasts with state support of only 12.9 percent for libraries. The state share has been growing for both functions--from 40.2 percent in 1972 for schools and 10.8 percent for libraries. (See Appendix B, tables 1 and 2 for 1974 and 1972 data.)

Chart 3 shows graphically the considerable interstate variation in state support for libraries and schools. State library support ranged from about 2 percent in California to more than one-third in Kentucky and Georgia.[1] State school support ranged from a low of 7.2 percent in New Hampshire to almost 70 percent in Delaware and North Carolina.[1] Only

(1) Hawaii provides virtually 100 percent of the non-federal support for both schools and libraries.

Chart 3

Comparison of State Fiscal Support Levels (Percentages)
of (1) Public Library and (2) Public Education Expenditures



Legend: State Name (1) (2)

(1) % Pub. Lib. Exp. (2) % Local School Exp.

*: 1975 Library data not available for N.H., Vt., Conn., Del., Kan., W. Va., Fla., Okla., Ariz., Alaska. (1974 data used for Conn. and Kan.) Both public libraries and public education are state financed services in Hawaii.

Source: Library data shown in Table 3 compiled from State survey questionnaire used in NCLIS study "Evaluation of Effectiveness of the Funding of Public Libraries". Education expenditure data from "Estimates of School Statistics", 1971-76, 1973-74 and 1974-75, Research Projects prepared by National Education Association.

Table 3

Comparison of Percent Distribution of Expenditures for Public LIbrary and Public Education by Governmental Source of Financing, by States and Regions, 1975

State	Percent Distribution Public Libraries			Percent Distribution Local Schools		
	Federal	State	Local	Federal	State	Local
United States	5.0	12.9	82.1	7.8	43.6	48.6
New England:	3.5	12.7	83.8	4.9	24.9	70.2
Maine	11.1	20.1	68.8	9.3	35.0	55.7
New Hampshire	N.A.	N.A.	N.A.	2.8	7.2	90.0
Vermont	N.A.	N.A.	N.A.	6.0	33.1	60.9
Massachusetts[1]	1.9	11.1	87.0	5.1	23.9	71.0
Rhode Island	10.1	18.6	71.3	8.8	35.5	55.7
Connecticut	N.A.	N.A.	N.A.	3.0	23.5	73.5
Mideast:	3.2	18.7	78.1	6.0	41.9	52.1
New York	2.1	17.1	80.8	4.7	41.3	54.0
New Jersey	2.9	21.7	75.4	5.6	31.2	63.1
Pennsylvania	6.6	23.2	70.2	7.8	49.9	42.3
Delaware	N.A.	N.A.	N.A.	7.2	68.1	24.6
Maryland[2]	5.0	16.6	78.4	6.7	45.1	40.2
Great Lakes:	4.2	10.4	85.4	5.1	41.6	53.3
Michigan[3,4]	4.8	10.8	84.4	3.8	51.3	44.9
Ohio	4.1	3.7	92.2	5.9	34.7	59.5
Indiana[5]	2.6	2.9	94.5	5.7	34.1	60.1
Illinois	4.9	18.5	76.6	5.4	44.6	50.0
Wisconsin	3.7	12.0	84.3	4.3	37.0	58.7
Plains:	7.9	8.8	83.3	6.8	42.9	50.3
Minnesota[6]	3.7	10.0	86.3	4.7	58.2	37.1
Iowa	8.6	3.8	87.6	5.8	42.9	51.3
Missouri	9.4	7.0	83.6	6.5	35.4	58.1
North Dakota	27.1	8.3	64.6	8.7	42.6	48.7
South Dakota	14.5	12.4	73.1	15.0	13.0	72.0
Nebraska	7.1	18.1	74.8	10.6	22.9	66.5
Kansas	N.A.	N.A.	N.A.	8.3	43.7	48.0
Southeast:	9.0	20.3	70.7	12.6	55.2	32.2
Virginia	3.9	11.3	84.8	10.6	34.0	55.3
West Virginia	N.A.	N.A.	N.A.	13.1	54.6	32.3
Kentucky	10.1	36.3	53.6	12.8	55.3	31.9
Tennessee	9.2	15.3	77.5	10.6	49.7	39.7
North Carolina[7,8]	10.6	25.2	64.2	11.8	68.3	19.9
South Carolina	9.7	24.1	66.2	14.2	60.2	25.7
Georgia	7.3	36.9	55.8	12.6	55.3	32.1
Florida	N.A.	N.A.	N.A.	8.4	58.0	33.6
Alabama	16.7	8.9	74.4	14.0	63.1	22.9
Mississippi	13.3	19.2	67.5	23.0	54.6	22.3
Louisiana	7.4	4.2	88.4	17.4	54.2	28.4
Arkansas	18.2	15.5	66.3	16.2	51.0	32.9
Southwest:	12.2	5.3	82.5	10.5	50.1	39.4
Oklahoma	N.A.	N.A.	N.A.	10.1	51.2	38.8
Texas	12.5	3.9	83.6	10.2	48.4	41.4
New Mexico[9]	10.4	16.0	73.6	17.0	64.5	18.4
Arizona	N.A.	N.A.	N.A.	9.9	49.8	41.3
Rocky Mountain:	12.0	7.1	80.9	7.6	42.9	49.5
Montana	17.3	5.8	76.9	8.4	39.7	52.0
Idaho	17.8	12.5	69.7	11.9	45.3	42.7
Wyoming	12.9	17.6	69.5	9.3	33.3	57.4
Colorado	11.3	.6	88.1	6.4	37.8	55.8
Utah	7.7	14.2	78.1	6.9	58.2	34.9
Far West:	3.0	3.9	93.1	8.6	38.4	53.0
Washington	4.3	11.4	84.3	7.9	46.5	45.6
Oregon	6.2	7.1	86.7	5.8	25.5	68.7
Nevada	9.0	21.8	69.2	6.7	36.0	57.3
California	2.4	2.1	95.5	9.0	38.6	52.4
Alaska	N.A.	N.A.	N.A.	18.3	64.2	17.5
Hawaii	6.7	93.3	0	8.3	88.7	3.0

Source: See footnote, Chart 3, and Appendix B.

five states provided less than one-fourth of the local school financing. By way of contrast, only 3 of the 42 states for which library data are available provided more than one-fourth of the library financing.

There is also considerable interstate variation in the relationship between the levels of state financing for libraries and education. As Chart 3 indicates, for example, of the 12 states that provided more than 50 percent of educational expenditures, 9 also provided a share of public library expenditures higher than the national average of 12.9 percent. In two of these states, Kentucky and Georgia, the state share of library expenditures was 36 and 37 percent respectively. Most of these states were in the Southeast Region. A number of the larger states in the Northeast, including Rhode Island, New York, New Jersey, Pennsylvania, Maryland and Illinois, provided a lower percentage of local school funds and a larger than average share of public library expenditures.

State Fiscal Capacity and Effort

Local governments, especially the urban metropolitan centers, are finding it increasingly difficult to meet the growing demands on their treasuries. Property tax bases still the major source of local financing, are not keeping up with inflated expenditure trends. General revenue sharing has, by and large, helped to maintain current service levels and only in rare cases to expand services. Public libraries have felt the effects of the fiscal crunch more than most local services

because, more than most functions they have depended on local revenue resources for their financing.

While the fiscal condition of state governments has not been as critical as that of their local governments, many also face a dismal situation. Can the states pick up more of the local school and public library load than they already do? There is evidence that some can, but that a considerable number--particularly those in the industrialized Northeast and Midwest--would find it extremely difficult to do so.

A new measure of state-local fiscal stress has recently been developed by staff members of the Advisory Commission on Intergovernmental Relations (ACIR), which makes it possible to rank the states according to their "fiscal blood pressure." This measure takes into account not only a state's current fiscal (tax) effort but also the trend of its fiscal (tax) effort over time.[1]

The simplest and most readily available measure of tax effort is the ratio between a state's and its local governments' tax collections and the aggregate income of its residents. Resident income is used as a measure of tax capacity (the tax base). Because taxes are not levied entirely on income, however, this measure presents some problems. For example, it understates the taxable base of mineral-rich states and of tourism states, as well as property-rich farm states. It overstates the base of the states with obsolescent industrial plants--mostly in the Northeast and Midwest.

---

[1] John Ross and John Shannon, Measuring the Fiscal "Blood Pressure" of the States: Some Warning Signs for our Federal System and Alternative Prescriptions. (Paper presented at the Conference on State and Local Finance, the University of Oklahoma, Norman, Oklahoma, October 15, 1976.

To overcome these shortcomings, the ACIR staff has adjusted personal income data to take account of fiscal capacity estimates based on the yield of a state's tax system that makes average use of all its taxable resources. Table 4 presents the results of this set of estimates by dividing the states into four groups based on their "fiscal blood pressure." The 17 states in the upper right-hand quadrant (those with both a high current fiscal effort and a rising fiscal effort relative to national averages) are under the greatest fiscal stress. The 18 states in the lower left-hand quadrant ("low and falling") are in relatively good fiscal condition. Thus New York, with a fiscal "blood pressure" of 169/477 is in dire fiscal straits--a fact that has been highly publicized in recent months. New Hampshire, which has made a fetish of keeping taxes (and government services) low, has a low fiscal "blood pressure" of 78/-30 - that is, its current fiscal effort is 78% of the national average and its fiscal effort actually has been falling relative to the national trend.

To provide some notion as to the locus of the fiscal pressures or lack of them - state vs. local - added in parentheses is each state's percentage of state-local tax collections. By this measure, two-thirds of the states in the "low and falling" group raise an above-average portion of state-local taxes at the state level. Many of them are "sunbelt" states, which are gaining population and drawing industry at the expense of the Northeastern and Midwestern

TABLE 4

A TWO DIMENSIONAL FISCAL PRESSURE INDEX USING ADJUSTED RESIDENT PERSONAL[1/] INCOME TO ESTIMATE FISCAL CAPACITY

(INDEXED ON MEDIAN)
1964-1974

High and Falling			High and Rising		
Wisconsin	132*/87**	(64.6)	New York	169/477	(48.1)
Hawaii	125/62	(78.0)	Massachusetts	145/346	(46.8)
Vermont	122/55	(56.8)	Rhode Island	126/281	(58.5)
Washington	109/98	(64.9)	Maine	126/260	(61.0)
Utah	104/86	(65.4)	California	126/232	(52.0)
Arizona	101/21	(64.1)	Minnesota	125/142	(68.3)
Colorado	101/-13	(54.2)	Michigan	123/278	(55.8)
Iowa	100/3	(58.0)	Maryland	122/329	(58.0)
			Pennsylvania	118/292	(62.9)
			Illinois	114/374	(54.2)
			New Jersey	114/316	(39.6)
			Connecticut	113/224	(49.1)
			Mississippi	107/175	(76.2)
			District of Columbia	105/426	--
			South Carolina	102/195	(76.2)
			Indiana	102/115	(60.2)
			Delaware	101/338	(79.9)
Low and Falling			**Low and Rising**		
Kansas	99/31	(56.7)	Virginia	100/346	(59.5)
New Mexico	98/93	(82.7)	West Virginia	100/116	(77.3)
Oregon	98/55	(54.6)	Missouri	96/213	(47.9)
North Carolina	96/99	(66.5)	Ohio	94/168	(49.2)
Louisiana	96/34	(71.2)	Kentucky	94/171	(76.0)
Montana	95/43	(50.8)	Nebraska	90/211	(47.6)
Idaho	94/20	(68.8)	Nevada	90/149	(58.5)
South Dakota	94/-117	(46.1)	Arkansas	82/120	(76.1)
Georgia	93/100	(61.9)			
Alabama	90/84	(74.1)			
Tennessee	80/35	(53.8)			
North Dakota	86/-190	(67.7)			
Texas	85/64	(57.7)			
Florida	84/90	(64.1)			
Wyoming	82/70	(54.7)			
Oklahoma	80/15	(67.6)			
Alaska	81/-172	(68.4)			
New Hampshire	78/-30	(40.1)			

Source: See Footnote p. 44. Parenthetic numbers added (data from Bureau of the Census, Governmental Finances in 1974-75).

* Fiscal pressure for 1974.

**The change is from 1964-74. Source: ACIR staff estimates based on U.S. Department of Commerce, Office of Business Economics, Survey of Current Business, various years; and U.S. Bureau of the Census, Governmental Finances, various years.

1/Adjusted resident personal income is explained in Appendix B of the Ross/Shannon paper.

Numbers in parentheses represent the state percentage share of state-local tax collections in 1974-75. U.S. average = 56.7%.

states, many of which are in the "high and rising" quadrant. A number of the states in the "low and falling" quadrant, where the state government tax share is high, are also among those that already finance an above-average proportion of both school and library costs (e.g., N.M., N.C., Ga. and Ala.). Such states could presumably afford to raise their school and library expenditures at either the state or the local government levels. Those states in the "low and falling" quadrant with average or below-average state shares could readily increase state-level taxes to bolster state support for schools and libraries (e.g., Kan., Ore., Mont., S.D., and N.H.).

Seven of the 16 states in the "high and rising" quadrant have below-average state-level taxes (N.Y., Mass., Cal., Mich., Ill., N.J., and Conn.). Some of these states, like New York, Michigan and Illinois already share at close-to, or better-than average rates in both library and school support. Others, like Massachusetts, California, New Jersey and Connecticut, provide below-average support for schools and libraries. New Jersey, which recently enacted a state personal income tax will probably be able to build up its school and library support. Connecticut could do the same if the state were also to enact a broad-based income tax.

Comparison of State-Aid for Libraries and Local Schools

The tremendous difference between state-support[1] of local schools and public libraries is clearly demonstrated by the data presented in Table 5. On a national basis, the per capita state aid for education is $146 compared to $.68 for public libraries. The median per capita state education subsidy is $134 and, as shown on Chart 4 there is a fairly high consistency in the values for individual states. The median public library aid per capita is $.53 and there is a wider variation in the state-by-state values. Of the 45 states reporting data, the highest per capita library aid is 26 times the low value while the highest per capita education is only 5 times the low value.

Comparisons of the state-by-state per capita values demonstrate the point. In state-aid for public education, only four states had a per capita subsidy of less than $100. At the other extreme 10 states had per capita aid in excess of $170. The lowest state per capita aid was $41 in New Hampshire where, as previously mentioned, the effort to hold down governmental costs (and services) is almost a fetish. The highest value was in Alaska which perhaps should be considered as a special case. Below that high, Arizona and North Carolina had per capita aid of $203, followed closely by New Mexico at $202. The Regional range is $106 to $163.

---

[1] Per capita state-aid figures shown in Table 5 include Federal funds distributed by the state to local schools and local libraries. In the case of library aid, in seven states Federal funds represent 100 percent of state aid; in fourteen other states, Federal funds represent 50 percent to 100 percent of state-aid. Five additional states distribute neither state nor Federal funds.

Table 5

Comparison of State-Aid Per Capita for Public Libraries and Public Education, 1975

	Public Education	Public Libraries(1)
United States	$146	.68
Median State	134	.53
New England:	$106	.67
Maine	142	.12
New Hampshire	41	N.A.
Vermont	115	.24*
Massachusetts	136	.87
Rhode Island	102	1.21
Connecticut	101	.39**
Mideast:	163	1.38
New York	186	1.65
New Jersey	110	1.53
Pennsylvania	154	.91
Delaware	192	N.A.
Maryland	171	1.23
Great Lakes:	127	
Michigan	143	.59
Ohio	107	.66
Indiana	97	.32**
Illinois	152	--
Wisconsin	134	1.00
		.81
Plains:	121	.50
Minnesota	196	.70
Iowa	146	.56**
Missouri	112	.45**
North Dakota	133	.57*
South Dakota	62	--
Nebraska	76	.29**
Kansas	121	.45**
Southeast:	141	.64
Virginia	127	.40
West Virginia	155	.54
Kentucky	115	.94
Tennessee	106	--
North Carolina	203	.92
South Carolina	128	.54
Georgia	132	1.56
Florida	169	N.A.
Alabama	129	.51**
Mississippi	153	.66
Louisiana	160	.15*
Arkansas	116	.50**
Southwest:	163	.31
Oklahoma	115	N.A.
Texas	133	.33**
New Mexico	202	.09**
Arizona	203	N.A.
Rocky Mountain:	147	.21
Montana	125	.30*
Idaho	122	.86**
Wyoming	135	--
Colorado	151	.06*
Utah	185	.10*
Far West:	152	.22
Washington	156	.20**
Oregon	110	.08*
Nevada	157	.45**
California	183	.23**
Alaska	354	.57
Hawaii	---	--

-- No state-aid system
* 100% Federal funds
** 50% to 100% Federal funds

(1) State aid includes Federal (LSCA and GRS) funds. See Footnote, page 48.

Source: State Government Finances in 1975, Bureau of Census (GF75 No. 3)
Public library values derived from NCLIS survey of state library officers.

The variation in library per capita aid is extremely wide ranging from $.06 in Colorado to $1.65 in New York. Hawaii has a unified state-wide services with no local government fiscal support. Six predominantly industrial states had per capita public library aid values of $1.00 or more: New York ($1.65); Georgia ($1.56); New Jersey ($1.53); Maryland ($1.23); Rhode Island ($1.21); Illinois ($1.00).

It is interesting to note that the group of 20 states with per capita aid values above the median ($.53) includes eight heavily populated, industrialized states in the Northeastern Regions. These states are Masachusetts ($.87); Rhode Island ($1.21); New York ($1.65); New Jersey ($1.53); Maryland ($.91), Illinois ($1.00), Michigan ($.66), and Pennsylvania ($.91). The total population of these eight states represents 32 percent of the national population. Of the remaining 12 states in the group above the per capita median value of $.53, six are Southeast states. The total group includes:

West Virginia	Minnesota
Georgia	Iowa
North Carolina	North Dakota
South Carolina	Idaho
Kentucky	Alaska
Mississippi	Wisconsin

These mostly rural states scattered throughout various regions of the nation represent only 16 percent of the national population. The point is that, collectively, the states with above average per capita library aid represent

about 48 percent of the nation's population. Further, most of this population is concentrated in a small number of these states.

On a regional basis, the average of states' per capita library aid ranged from $.21 in the Rocky Mountain Region to $1.38 in the Mideast Region. The per capita aid of seven of the eight regions was less than $1.00. A comparative ranking of the regions according to per capita education and library aid is shown below.

Rank of Regions in Public Education and Public Library Aid, Per Capita (High to Low)

Rank	Public Education		Rank	Public Libraries	
1	Mideast	$163	1	Mideast	$1.38
1	Southwest	163	2	New England	.67
2	Farwest	152	3	Southeast	.64
3	Rocky Mountain	147	4	Great Lakes	.59
4	Southeast	141	5	Plains	.50
5	Great Lakes	127	6	Southwest	.31
6	Plains	121	7	Farwest	.22
7	New England	106	8	Rocky Mountain	.21

A whole range of factors could be advanced to explain these regional rankings. The Mideast states have long traditions of providing public education and public library services. In this connection, it should be remembered that many of these states are included among those with a high fiscal "blood pressure," as earlier described. The New England Region ranks lowest in public education and second highest in public library

aid. This is perhaps due in part to a combination of factors including increasing fiscal stress, declining school enrollment and a valued tradition of public library services. Rather the reverse situation may explain the disparate rankings of the Southwest Region. These states have special problems in providing educational services and their taxable resources are increasing. Public library services may be in a low developmental state. Clearly, these regional and state comparative rankings provide a basis for influencing individual states to improve their fiscal support of public libraries. Individual state-by-state disparities are shown graphically on Chart 4.

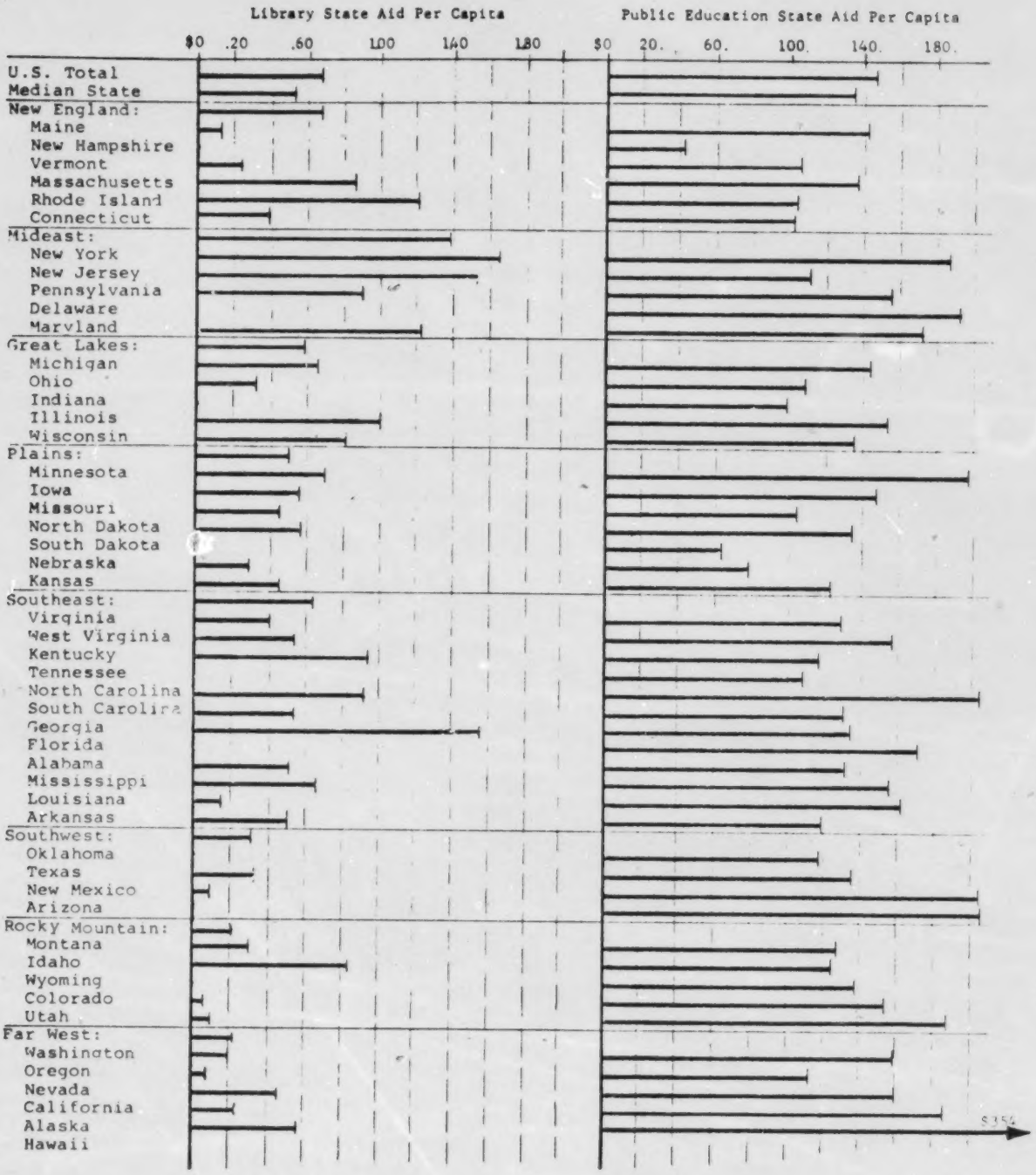
Mechanisms for Distributing State Aid to Public Libraries

The scope of this study did not include a detailed evaluation of formulas and criteria used as bases to distribute state-aid to local libraries. It is apparent, however, that a wide variety of systems are used and that few of these would satisfy the equalization criteria established as a result of the Serrano and Rodriguez decisions. As shown in table 6, a large proportion (45 percent) of state-aid to libraries in 1975 was distributed on a per capita basis. Flat grants and discretionary grants accounted for another 26 percent. Definitions of the various types of state-aid used in table 6 are as follows:

Equalization aid - State aid distributed in relation to local fiscal capacity (for example, equalized assessed value) or local fiscal effort (for example, yield of a specified mill levy).

CHART 4

Comparison of State-Aid Per Capita for Public Libraries
And Public Education 1975



Source: Derived from Table 7

Data on state aid for libraries were not available for New Hampshire, Delaware, Florida, Oklahoma, and Arizona. In addition, four states (Indiana, S. Dakota, Tennessee and Wyoming)do not distribute any state or Federal funds to local libraries, and Hawaii has a unified state supported system.

53

Table 6

State Funds Distributed to Local Libraries and Percent by Type of Aid System, 1975

	State Library Aid (000) (1)	Percent of Total by Type of Aid System (1)						
		Equalization	Per Capita	Area Served	Flat Grants	Reimbursement	Discretionary	Other
United States	$105,489	7	45	9	15	8	11	5
Alabama	650		100					
Alaska	149				6	94		
Arizona	N.A.							
Arkansas	535						100	
California	1,000	100						
Colorado	*							
Connecticut	500		50		50			
Delaware	N.A.							
Dist. of Columbia	N.A.							
Florida	N.A.							
Georgia	6,519				100			
Hawaii	*							
Idaho	235		12			86	1.5	.5
Illinois	11,142	1.5	71	12.5	1	5		1
Indiana	*							
Iowa	494		100					
Kansas	300		100					
Kentucky	2,791						100	
Louisana	*							
Maine	105		76					24
Maryland	3,521	100						
Massachusetts	4,643		99		1			
Michigan	4,576		56	42		2		
Minnesota	1,936	21	51	13	12		3	
Mississippi	966						1	99
Missouri	812		80			13		
Montana	*							
Nebraska	200		74	16			10	
Nevada	37						100	
New Hampshire	N.A.							
New Jersey	10,000		72	22	6			1
New Mexico	150		23		67			
New York	26,811	6	32	9	14	26	13	
North Carolina	3,454						100	
North Dakota	*							
Ohio	632	58				42		
Oklahoma	N.A.							
Oregon	*							
Pennsylvania	8,701	1	82	9	9			2
Rhode Island	575		34	58	4	2	2	
South Carolina	307		100					
South Dakota	*							
Tennessee	*							
Texas	50		100					
Utah	*							
Vermont	*							100
Virginia	1,228							100
Washington	27							
West Virginia	701		100					
Wisconsin	11,142		47	17				36
Wyoming	*							
Puerto Rico	N.A.							

N.A. - Not Available

* - No State Aid Reported

Source: State Survey Questionnaire

(1) Excludes Federal (LSCA and/or GRS) funds distributed by states to local libraries.

Per capita aid - State aid distributed in proportion to population served.

Area aid - State aid distributed in proportion to area (square miles) served.

Flat grants - State aid distributed in equal dollar amounts per library or library system, sometimes varied by class of library.

Partial reimbursement of local expenditure - Payment of a specified portion of local expenditure for specified purposes (for example, operation and maintenance costs; eligible capital project costs).

Discretionary aid - Distribution of state funds as determined by the state agency charged with oversight of the public library system.

School aid formulas, by comparison, are more sensitive funding instruments and are much more responsive to differential needs for service and local capacity to support service. General summaries of basic characteristics of the state-aid systems for public libraries and public education are presented in Appendices C and D. These materials can be used by state and local library officials and groups to compare their own aid systems with other states. An early effort should be made to develop specific state-by-state guidelines to assess and improve the state-aid formulas for distributing funds to local libraries.

V

A Strategy for Improving State Fiscal Support of Public Libraries

Conclusions and Recommendations

The basic premise of this paper is that libraries, specifically public libraries, and local schools are integral parts of the states' mandate to provide public educational services, and that therefore the pattern and level of state fiscal support for public libraries and local schools should be more closely related. It was noted that the goal was not to seek parity or equivalency in the amount of fiscal support. Rather, the goal is to show that, in terms of the present function of public libraries and the level of state support they now receive, the public library is an undervalued resource. Further, the goal is to show that a need and valid rationale exist for state use in increasing the amount of state aid for public libraries and improving the present system of state public library support.

The preceding sections have attempted to establish the basic premise by demonstrating the following major relationships between public libraries and local schools, and their respective state fiscal support systems.

1. On a national basis, public libraries are essentially supported by local government. Source of support data for 1975 indicated that local government provided 82 percent, state government provided 13 percent, and the Federal

government 5 percent. In contrast, the pattern of support for local schools is 44 percent from the states, 48 percent from local government and 8 percent from the Federal government.

2. The historical development and growth of public education and public libraries are closely parallel and represent a comparable, if not unified, response to the same societal needs for education and knowledge - in both the broadest and most specific contexts.

3. The growth of compulsory education in conjunction with economic, social and political changes and demands of a developing America led to formulation of public education as a nationwide governmental and political institution. Historically, the public library was excluded from this developing configuration and, at the community and state levels, it developed under a more passive, service orientation with a low political profile. That historical image has changed markedly in recent decades.

4. Accordingly, the constitutional and statutory bases underlying public education and public libraries are substantially dissimilar. Essentially, the basic difference is that public education is a mandated responsibility of state government supported by a state-wide, aggressive, politically based constituency. Public libraries, on the other hand, are merely authorized or permitted by state statute. New more definitive state statutes and policy bases are emerging.

5. Organizationally, the public education function is housed in a major state department with cabinet level status. The public library function, in contrast, is usually established as either a unit of the state department of education or as a separate board or commission with, more often than not, only illusory access to the governor or the chief state education officer. Nonetheless, there are an increasing number of organizational and operational relationships between the two functions.

6. The courts in numerous decisions have reaffirmed clearly and continuously over the years the basic functional and governmental relationships between public education and public libraries. They have, in fact, stated repeatedly that public libraries and public education are integrally related and that state governments have responsibilities for their joint development and maintenance.

7. New demands placed on public education along with substantial dissatisfaction with the present form and structure of educational offerings are well recognized. Alternative and expanded educational services of the future can be expected to utilize heavily the library and information services of the public library. This represents a new and expanded role for the public library and it must be prepared fiscally and functionally to meet this new societal need.

8. Presently, the public library has low priority in the array of public services provided and financed by local governments. Library expenditures requirements have not kept pace with other state-local expenditures or with inflationary pressures. Library expenditures are miniscule (less than 2 percent) compared to public education costs.

9. On a national basis, the per capita state aid for education is $146 compared to $.68 for public libraries. Moreover, this is an extremely wide variation in per capita library aid among the states ranging from $.06 (Colorado) to $1.65 (New York). Among the states in 1975, state library support ranged from 2 percent in California to more than 36 percent in Kentucky and Georgia. By comparison, state support for schools was a much more consistent and higher percentage of expenditures.

10. States vary substantially in their ability to assume new service costs and in the effort they have made to provide public library fiscal support. It is possible to measure the capacity and effort that characterize each state's fiscal situation and to rank their public library aid effort and their fiscal ability to assume additional costs. Many states, particularly those in the Northeast rank relatively high in their current expenditure effort and relatively low in their capacity to assume additional costs. On the other hand, about an equal number of states, mostly in the Southwest and Western regions rank low in their expenditure effort and high in their capacity to assume further costs.

11. Public library aid systems and subsidy formulas are crude fiscal support instruments compared to those supporting public education. The major portion of public library aid is provided through per capita, flat or discretionary grants. Only 7 percent of state-aid is provided through equalization formulas. Eleven states (excluding Hawaii) provide no state-aid. Public education aid systems are much more refined and responsive to differing local fiscal capacities and needs. In 1972, over 60 percent of school aid was provided through equalizing formulas. In addition, state aid formulas typically compensate for one or more of the following cost-related factors:

- grade level differences
- special education
- compensatory education
- bi-lingual education
- geographic cost differences
- density - sparsity factors
- declining enrollment
- capital and debt service

An early effort should be made to develop specific state-by-state guidelines which can be used by each state to improve their public library funding mechanisms.

Recommendation

The basic recommendation of this report is that a concerted nation-wide effort should be made to increase state fiscal support for the public library in closer conformity with state public education aid systems. This effort should receive the unified support of all sectors of the library community at local, state and national levels and should be addressed to state legislators, elected officials, political organizations and public interest groups. Leadership in the effort, however, should be generic to each state and each state should address the problem selectively and on an individual basis. The targets should be to increase the amount of state fiscal support and to improve the responsiveness and sensitivity of the state subsidy mechanisms to better reflect differing local public library needs and capacity to meet those needs. In each state, closer conformity with the public education subsidy system should be sought. In this effort, a major and visible emphasis should be to achieve a better balance in the intergovernmental funding of public libraries. Active support of local government officials and tax groups should be sought and utilized in the campaign. Concomitantly, librarians, local and state library boards, commissions and advisory boards should deliberately seek to establish closer planning, operating relationships and joint service agreements with public education groups, officials and institutions. A major objective here is to expand the utilization of public library services as an integral part of life-long learning

and expanded learning opportunities for adults and children. All of this activity should represent a high priority issue in the up-coming state conferences and the White House Conferences scheduled for 1978. This report can be used to provide the rationale and much of the data base for use in this nationwide effort.

From a national perspective, the states represent targets of differing priority in terms of (1) their overall fiscal capacity and (2) their present support of local libraries. The "fiscal blood pressure" index described earlier (Table 4) and the per capita state-aid for public libraries presented in Table 5, provide the means to develop a composite measure of these two factors.

Tables 7 and 8 provide a comparative priority ranking of states reflecting both of the above identified factors. States which have a low "fiscal blood pressure", indicating unused fiscal capacity, are ranked low (Col. 1 of Table 7). Similarly, states which provide relatively small per capita amounts of aid for local libraries also receive a low rank. (Col. 2 of Table 7). The sum of these individual rankings thus provides the basis for a composite rank which indicates both need and capacity for increasing aid to local libraries. Tennessee, for example, has a low rank in the capacity index, provides no aid to local libraries, and, therefore, ranks #1 (Col. 4, Table 7) among states in terms of both need and capacity to increase aid to local libraries. New York, on the other hand, is

Table 7

Priority Ranking of States Reflecting Both Fiscal capacity and Need to Increase Fiscal Support for Public Libraries
(#1 = Top Priority)

	1 Rank By Capacity Index	2 Rank By Library Aid Index	3 Composite Index	4 Priority Rank to Improve Library Aid
UNITED STATES				
ALABAMA	10	18	28	11
ALASKA	4	21	25	8
ARIZONA	29	NA	NA	NA
ARKANSAS	6	17	23	6
CALIFORNIA	45	8	53	26
COLORADO	28	1	29	12
CONNECTICUT	36	14	50	24
DELAWARE	30	NA	NA	NA
DIST. OF COLUMBIA	NA	NA	NA	NA
FLORIDA	7	NA	NA	NA
GEORGIA	13	34	47	21
HAWAII	43	*	43	18
IDAHO	15	25	40	16
ILLINOIS	38	30	68	31
INDIANA	31	*	31	14
IOWA	25	22	47	21
KANSAS	24	16	40	16
KENTUCKY	17	29	46	20
LOUISIANA	19	6	25	8
MAINE	46	5	51	25
MARYLAND	41	32	73	34
MASSACHUSETTS	49	26	75	35
MICHIGAN	42	22	64	28
MINNESOTA	44	23	67	30
MISSISSIPPI	34	22	56	27
MISSOURI	21	16	37	15
MONTANA	18	11	29	12
NEBRASKA	12	10	22	5
NEVADA	11	16	27	10
NEW HAMPSHIRE	1	NA	NA	NA
NEW JERSEY	37	33	70	32
NEW MEXICO	23	3	26	9
NEW YORK	50	35	85	37
NORTH CAROLINA	20	28	48	22
NORTH DAKOTA	9	21	30	13
OHIO	16	12	28	11
OKLAHOMA	2	NA	NA	NA
OREGON	22	2	24	7
PENNSYLVANIA	39	27	66	29
RHODE ISLAND	47	31	78	36
SOUTH CAROLINA	32	19	51	25
SOUTH DAKOTA	14	*	14	3
TENNESSEE	3	*	3	1
TEXAS	8	13	21	4
UTAH	33	4	37	15
VERMONT	40	9	49	23
VIRGINIA	27	15	42	17
WASHINGTON	35	7	42	17
WEST VIRGINIA	26	18	44	19
WISCONSIN	48	24	72	33
WYOMING	5	*	5	2
PUERTO RICO				

Source: See footnote Table 8.

*No State aid System NA - Not Available

TABLE 8

List of States in Priority Ranking Reflecting Both Fiscal Capacity and Need to Increase Aid to Public Libraries

1.	Tennessee*	18.	Hawaii*
2.	Wyoming*	19.	West Virginia
3.	South Dakota*	20.	Kentucky
4.	Texas**	21.	Georgia
5.	Nebraska**	21.	Iowa**
6.	Arkansas**	22.	North Carolina
7.	Oregon*	23.	Vermont*
8.	Alaska	24.	Connecticut**
8.	Louisiana*	25.	Maine
9.	New Mexico**	25.	South Carolina
10.	Nevada**	26.	California**
11.	Alabama**	27.	Mississippi
11.	Ohio**	28.	Michigan
12.	Colorado*	29.	Pennsylvania
12.	Montana*	30.	Minnesota
13.	North Dakota*	31.	Illinois
14.	Indiana*	32.	New Jersey
15.	Missouri**	33.	Wisconsin
15.	Utah*	34.	Maryland
16.	Idaho**	35.	Massachusetts
16.	Kansas**	36.	Rhode Island
17.	Virginia	37.	New York
17.	Washington**		

*No state-aid system, or state-aid is 100 percent Federal funds.
**State-aid is 50 percent or more Federal funds.

Data Not Available - Arizona, Delaware, Florida, New Hampshire, Oklahoma.

Source and Methodological Note for Table 7 and 8

This priority ranking was derived from the data presented in tables 4 and 5. States were ranked by capacity index (Col. 1, table 7) according to the numerator of their "fiscal pressure" index shown on table 4. Where states had the same value, the "index of change in expenditures from 1964-1974 ("fiscal pressure" denominator) was used to refine the ranking. The library aid index ranking (Col. 2, table 7) is based on the per capita library aid for each state shown on table 5. All states which distributed neither Federal nor state funds to public libraries are ranked as "0". The composite index (Col. 3, table 7) is the sum of the two separate rankings. The priority rank to improve library aid (Col. 4, table 7) is a ranking of the composite value shown in Col. 3, table 7. E.g., Tennessee has maximum capacity to increase state expenditures and provides no state-aid for public libraries; therefore this state is #1 in a priority ranking to improve its library aid system.

highest among the states in "fiscal blood pressure", provides the highest per capita library aid and, therefore, ranks at the other end of the priority listing of states in terms of relative need to increase local library aid. Table 8 lists the states according to the composite ranking derived as described above.

It should be emphasized in using these rankings that they are relative. With $1.65 as the top per capita state-aid amount for local libraries, and with the great majority of states below a $1.00 per capita state aid amount, no state can assume it's aid program is fully adequate. Moreover, the state-aid figures used in this analysis include Federal funds distributed to local libraries through the state. Collectively, Federal funds represent 27 percent of the total state-aid distributed to local libraries. As indicated on Tables 7 and 8, five states have no state-aid system whatsoever, and six other states (excluding Hawaii, which has a unified state system) distribute only Federal funds to local libraries. In fourteen other states, the state-aid to local libraries is made up of 50 percent or more Federal funds. Thus, in 25 states, state-aid to local libraries either does not exist, or it is largely supported by Federal funds. All of these states are separately identified on Table 8. Clearly, regardless of ranking, these states represent top priority targets in the effort to improve state fiscal support of public libraries.

These priority ranking and descriptive tables are prepared as reference materials for individual state use in planning and implementing the effort to improve their library aid system. Comparative ranking of states can also be used effectively to demonstrate to state legislators, elected officials and interest groups that their state has the capacity and the need to improve their public library aid system. The general objective is to increase the amount of state aid as well as to increase the amount provided under equalization formulas. Table 6 (Page 54) shows for each state the amount of library aid in 1975 and the percentage of that amount, by type of aid provided. General characteristics of both public library and public school aid systems are provided in the Appendices C and D.

Appendix A

Summary of State and Federal Court Cases Relevant to the Issue of the Relationship of Public Libraries to Public Education(1)

1877 - Maynard v. Woodward 36 Mich 429

Issue: Heirs attacked validity of a will providing funds for a public library to be operated by a school district.

Opinion: (Excerpted)

It is somewhat strange, therefore, to have it suggested that libraries are not within the proper range of school apparatus, or that the purposes set forth in this will are in conflict with public school purposes. When schools cease to be used for such purposes, they will cease to be worthy of support or toleration. Nothing but poverty can make it proper for any school district to deprive itself of the valuable aid of libraries, which enlarge and supplement the work of the teacher, and educate people of all ages as no other instrumentalities can educate them.

1878 - Donohugh v. The Library Company of Philadelphia, 87 Pa 306

Issue: Library Company sought an injunction to avoid taxes levied on the library on the grounds it was an institution of learning and, as such, exempt.

---

(1) "Is the Public Library an Educational Institution", soon to be published in the Wilson Library Bulletin (Text provided by Dr. Ladenson).

Opinion: (Excerpted)

The complainant is an 'association or institution of learning.' The educational influence of great libraries have been recognized by all civilized people in all ages.

1893 - Crerar v. Williams, (appeal from lower court) ruling upheld by Illinois Supreme Court, 145 Ill 625

Issue: Heirs attacked a will bequeathing money for establishing a public library in Chicago.

Opinion: (Excerpted)

...It is well said by the senior counsel of the defendants that 'such a library, beyond dispute, is a great public blessing to all within its range, rich and poor alike: it will make all of them wiser and better and more useful and powerful for good in all the relations of life; it is preeminently an educational institution, because its benefits will extend to a larger body of people than can be reached by any college or other school of learning.'

1895 - Essex v. Brooks, 164 Mass 79

Issue: Whether legacies to a town for establishment of a free public library were subject to tax under a statute which exempted educational institutions.

Opinion: (Excerpted)

We think that the library thus established may fairly be called an educational or charitable institution, and that legacies being given to the town for it come within the exemption of the statute, and are not subject to the tax.

1906 - School City of Marion v. Forrest, 168 Ind 94

Issue: Whether an act of the Indiana General Assembly creating library boards was unconstitutional because it involved an unlawful delegation of the power of taxation.

Opinion: (Excerpted)

We are not prepared to admit, in view of the provisions of Section 1, Art. 8 of the Constitution, that the Act in question involves an improper delegation of the

authority to levy taxes. That article provides that 'Knowledge and learning, generally diffused throughout a community, being essential to the preservation of a free government, it shall be the duty of the General Assembly...to provide by law for a general and uniform system of common schools, wherein tuition shall be without charge and equally open to all.' It may, with propriety be said that a law providing for the organization and maintenance of public libraries is a part of the educational system of the state, and that boards organized under the provisions of said Act exercise the whole power of the municipality in respect to public libraries.

1909 - Webster City v. Wright County, 144 Iowa 502(1909)

Issue: Whether land owned by the public library was subject to taxation.

Opinion: (Excerpted)

The legal status of a public library is pretty well defined by the decisions of the courts of this country. Indeed it would seem that little doubt should be entertained regarding the educational character of such institutions. On no other theory can a tax levy in their support be sustained. The national bureau of education at Washington has always taken the position that public libraries are institutions of learning. ...In this state a library is considered to be within the proper range of school apparatus, ... Of course it is not a school in the narrow sense of the word, but a tax for the organization and maintenance of public libraries, as a part of the educational system of the state, has been sustained without question.

1912 - Attorney General, ex rel. McRae v. Thompson, 168 Michigan 511

Issue: Whether public library service is a state governmental function.

Opinion: (Excerpted)

The act incorporating the Detroit library commission provides that its commissioners shall be elected by the members of the board of education. Both the Constitution of 1850 and the new Constitution of 1909 require the legislature to establish at least one library in each township and city. It is held that libraries are a factor of civilization, a valuable instrumentality in education,

that they enlarge and supplement the work of schools, are within the proper range of school apparatus, and free public libraries are supplemental to, and a part of the educational system of the state.

1914 - Tomay v. Crist, 75 Colo 437

Issue: Whether library associations could receive an estate from a will as an educational organization.

Opinion: (Excerpted)

Section 2390, C.L. 1921 gives express authority to religious, educational, charitable and literary corporations to take real and personal property by gift, devise or purchase, and there is no doubt of this corporation to take under the will. That a library association is educational and therefore within the terms of the statute, hardly requires the citation of authorities.

1928 - State ex rel. Carpenter v. St. Louis, 318 Mo 870

Issue: Whether public library service is an educational institution and a state governmental function.

Opinion: (Excerpted)

If a public museum (214 Mo. 231) is an educational institution in which the State is concerned and over which it may exercise control in St. Louis, then certainly a public library, a fortiori, is likewise an educational institution over which the state may exercise local control. That schools and their maintenance are separately provided for in the Constitution does not affect the question. Education is not limited to schools and it is within the control of the General Assembly, in the exercise of the State's police powers, to provide for other educational agencies.

1929 - Palos Verdes Library District of Los Angeles County v. McClellan, 97 Cal. App. 769

Issue: Whether a public library district has all the legal attributes of a school district.

Opinion: (Excerpted)

The Court affirmed that a public library is educational in character and that the Palos Verdes Library District had all the attributes of a school district.

1945 - Board of Trustees, Newport Public Library v. City of Newport, 300 Ky. 125 (1945)

Issue: Whether the General Assembly could require a municipality to levy a tax for library purposes.

Opinion: (Excerpted)

The Court responded affirmatively, basing its reasoning on the fact that the public library is an educational institution and that education is a function of state government. The Court opinion proclaimed:

[The public library] provides for the youth a medium for extra curricular research to supplement the basic principles taught in the classroom; it provides a facility for those to continue their education who, perforce, have abandoned attendance upon the public schools; and it is an institution which permits the adult, even though he may have completed the highest prescribed course of education, to continue his studies and improve his culture. In either event, the library raises the standard of knowledge and education. ... Each individual research serves an an enlightenment to the public at large. The institution which affords this opportunity is educational in its every aspect. This conclusion is supported by previous decisions of this court, ... The Legislature of Kentucky, as early as the year 1856, described the purchase of a library as an educational purpose. ... Other courts, both federal and state, recognize this characterization of public libraries. ... We have found no authority to the contrary.

1971 - Lamar v. Board of Education of Hancock County School District, 467 S.W. 2d 147

Issue: Whether a public library is equal to a school system.

Opinion: (Excerpted)

..., we considered an act of the General Assembly which required a city to levy a property tax for the purpose of maintaining a public library to the city. The act was attacked as being in violation of Section 181 of the Kentucky Constitution. We held that the act imposed a local tax but it was for state purposes. We noted that a public library is an educational institution and 'that education is a function of government. Such function or duty is not regarded as a local matter, but as a state governmental duty...' We discussed education and the school system and likened library facilities with those of the school.

1938 - City of Forth Worth et al., v. Burnett et al., 115 S.W. 2d 436(1938)

Issue: Whether the public library is an educational institution, not a recreational institution.

Opinion: (Excerpted)

The court granted an injunction preventing the City from erecting a public library building on land which had been given to the City for recreational purposes. The Court stated: "We do not believe that the study of books is in any sense a recreation."

1939 - United States v. Proprietors of Social Law Library of Boston

Issue: Whether a law library was an educational institution and therefore exempt from Federal taxation.

Opinion: (Excerpted)

The court held that the law library, open to members only and free to government officials, was an educational institution and was exempt from the capital stock provisions of the Revenue Act of 1934.

Appendix B

Table 1

Comparison of Percent Distribution of Expenditures for Public Libraries and Public Education by Governmental Source of Financing, by States and Regions, 1972

State	Percent Distribution Public Libraries			Percent Distribution Local Schools		
	Federal	State	Local	Federal	State	Local
United States	5.8	10.8	83.4	8.0	40.2	51.8
New England:	4.8	13.4	81.8	5.2	24.1	70.7
Maine	10.9	8.7	80.4	9.7	33.4	56.9
New Hampshire	N.A.	N.A.	N.A.	5.8	6.5	87.7
Vermont	N.A.	N.A.	N.A.	6.1	33.0	60.9
Massachusetts[1]	3.7	14.2	82.1	5.4	23.2	71.4
Rhode Island	10.0	21.5	68.5	9.0	35.3	55.7
Connecticut	4.2	10.6	85.2	2.7	22.4	75.0
Mideast:	4.1	16.8	79.1	6.1	40.3	53.6
New York	3.0	14.8	82.2	5.8	42.3	51.9
New Jersey	4.5	20.3	75.2	4.6	25.4	70.0
Pennsylvania	7.9	21.7	70.4	6.5	47.0	46.5
Delaware	N.A.	N.A.	N.A.	7.8	69.6	22.6
Maryland[2]	3.8	15.7	80.5	7.1	43.3	49.7
Great Lakes:	4.7	7.5	87.8	5.4	36.2	58.4
Michigan[3,4]	4.8	7.6	87.6	3.8	44.5	51.7
Ohio	4.3	2.1	93.6	6.2	30.5	63.3
Indiana[5]	3.8	2.5	93.7	5.4	31.5	63.1
Illinois	6.1	17.9	96.0	6.8	37.8	55.4
Wisconsin	3.7	2.9	93.4	4.3	30.4	65.4
Plains:	8.9	4.5	86.6	6.5	35.0	58.6
Minnesota[6]	4.4	2.8	92.8	4.7	48.4	46.9
Iowa	N.A.	N.A.	N.A.	3.7	31.3	65.0
Missouri	7.5	7.1	85.4	8.2	33.7	58.1
North Dakota	34.5	5.4	60.1	11.9	29.4	58.7
South Dakota	16.9	4.7	78.4	12.5	15.1	72.3
Nebraska	11.7	4.5	83.8	6.3	17.8	75.9
Kansas	11.9	2.1	86.0	8.0	27.4	64.6
Southeast:	10.3	14.1	75.6	14.9	51.6	33.6
Virginia	6.2	10.2	83.6	11.8	33.8	54.4
West Virginia	N.A.	N.A.	63.0	13.0	54.9	32.0
Kentucky	15.9	22.1	62.0	16.6	53.5	29.8
Tennessee	9.6	14.0	76.4	14.0	44.4	41.5
North Carolina[7,8]	10.1	20.1	69.8	15.9	62.6	21.5
South Carolina	12.9	11.2	75.9	18.0	55.0	27.0
Georgia	9.4	26.0	64.6	13.7	51.8	34.5
Florida	N.A.	N.A.	N.A.	11.3	52.9	35.9
Alabama	13.7	4.1	82.2	18.1	62.4	19.5
Mississippi	12.5	9.2	78.3	27.6	48.2	24.2
Louisiana	6.8	2.8	90.4	14.1	56.0	29.9
Arkansas	20.3	17.8	61.9	16.6	46.1	37.4
Southwest:	11.1	4.2	84.7	11.6	46.7	41.8
Oklahoma	N.A.	N.A.	N.A.	10.8	44.5	44.7
Texas	10.5	3.4	86.1	11.3	47.0	41.7
New Mexico[9]	16.1	11.2	72.7	19.6	60.0	20.4
Arizona	N.A.	N.A.	N.A.	9.4	40.1	50.5
Rocky Mountain:	11.9	10.3	77.8	9.3	34.0	56.7
Montana	21.6	6.7	71.7	8.5	23.9	67.7
Idaho	17.6	10.2	72.2	13.0	39.4	47.6
Wyoming	15.8	26.1	58.1	10.6	33.8	55.6
Colorado	7.9	8.2	83.9	8.3	27.5	64.2
Utah	9.8	8.0	82.2	9.3	52.1	38.6
Far West:	4.5	3.4	92.1	6.8	37.0	56.1
Washington	6.7	7.0	86.3	8.4	49.0	42.6
Oregon	9.4	7.5	83.1	4.5	19.9	75.6
Nevada	29.2	20.4	50.4	8.2	39.4	52.4
California	3.4	2.2	94.4	6.8	36.7	56.5
Alaska	N.A.	N.A.	N.A.	15.5	74.1	10.4
Hawaii	6.8	93.2	0	8.4	88.7	2.9

Source: See footnote, p. B-3,4

Appendix B
Table 2

Comparison of Percent Distribution of Expenditures for Public Library and Public Education by Governmental Source of Financing, by States and Regions, 1974

State	Percent Distribution Public Libraries			Percent Distribution Local Schools		
	Federal	State	Local	Federal	State	Local
United States	4.3	12.4	83.3	8.2	42.6	49.2
New England:	3.9	12.6	83.5	4.9	25.2	69.9
Maine	11.3	19.6	69.1	9.3	35.0	55.7
New Hampshire	N.A.	N.A.	N.A.	3.0	7.4	89.6
Vermont	N.A.	N.A.	N.A.	6.1	33.0	60.9
Massachusetts[1]	2.2	12.8	85.0	5.2	24.2	70.7
Rhode Island	14.1	16.3	69.6	8.2	36.2	55.5
Connecticut	3.1	10.2	86.7	2.9	23.8	73.3
Mideast:	2.5	17.7	79.8	6.3	40.0	53.7
New York	2.0	14.9	83.1	5.4	38.9	55.8
New Jersey	2.8	21.6	75.6	5.7	28.7	65.6
Pennsylvania	5.1	24.3	70.6	7.7	48.5	43.8
Delaware	N.A.	N.A.	N.A.	8.0	69.0	22.9
Maryland[2]	1.3	17.9	80.8	6.2	47.1	46.7
Great Lakes:	2.6	10.1	87.3	5.4	40.6	54.0
Michigan[3,4]	2.8	10.6	86.6	4.0	50.0	46.0
Ohio	2.4	3.8	93.8	6.2	32.6	61.2
Indiana[5]	2.8	2.9	94.3	7.0	38.4	54.6
Illinois	2.4	18.9	78.7	6.1	41.6	52.3
Wisconsin	2.6	10.8	86.6	3.6	37.6	58.8
Plains:	8.9	5.1	86.0	6.7	42.0	51.3
Minnesota[6]	3.9	3.3	92.8	4.7	58.1	37.1
Iowa	11.8	3.3	84.9	5.0	39.0	56.0
Missouri	7.2	7.0	85.8	7.0	35.2	57.8
North Dakota	23.4	9.1	67.5	9.0	42.0	49.1
South Dakota	13.3	8.1	78.6	15.0	13.0	72.0
Nebraska	9.9	8.3	81.8	9.7	20.4	69.9
Kansas	14.3	4.0	81.7	8.3	43.7	48.0
Southeast:	8.7	17.4	73.9	13.6	53.4	33.0
Virginia	4.4	10.4	85.2	10.6	32.8	56.6
West Virginia	N.A.	N.A.	55.3	13.1	55.7	31.2
Kentucky	7.9	27.7	64.4	14.4	54.2	31.4
Tennessee	6.4	14.5	79.1	13.1	45.1	41.8
North Carolina[7,8]	7.7	28.1	64.2	13.9	65.5	20.5
South Carolina	14.1	22.9	63.0	15.9	57.1	26.9
Georgia	11.1	27.6	61.3	11.9	54.5	33.6
Florida	N.A.	N.A.	N.A.	8.7	57.1	34.2
Alabama	15.9	3.9	80.2	14.2	63.0	22.7
Mississippi	15.4	18.8	65.8	24.5	52.5	23.0
Louisiana	5.5	4.1	90.4	19.5	52.8	27.6
Arkansas	15.0	19.4	65.6	17.4	47.5	35.1
Southwest:	4.9	6.5	88.6	11.2	47.2	41.6
Oklahoma	N.A.	N.A.	N.A.	11.2	47.7	41.1
Texas	3.4	5.0	91.6	11.0	47.4	41.5
New Mexico[9]	16.4	18.6	65.0	18.2	60.9	20.8
Arizona	N.A.	N.A.	N.A.	8.2	38.6	53.2
Rocky Mountain:	9.9	8.0	82.1	8.0	42.0	50.0
Montana	14.2	6.3	79.5	8.5	40.0	51.5
Idaho	10.1	9.7	80.2	11.1	43.3	45.6
Wyoming	11.5	16.7	71.8	8.7	33.1	58.2
Colorado	7.4	5.3	87.3	6.9	37.2	56.0
Utah	11.3	9.3	79.4	8.2	56.8	35.0
Far West:	3.4	5.0	91.6	9.2	40.0	50.8
Washington	4.6	13.5	81.9	7.9	45.0	47.1
Oregon	7.6	8.0	84.4	6.4	23.0	70.6
Nevada	15.4	22.1	62.5	7.0	37.4	55.5
California	2.7	2.7	94.6	9.7	40.9	49.4
Alaska	N.A.	N.A.	N.A.	16.8	62.6	20.3
Hawaii	7.4	92.6	0	8.2	88.8	3.0

See footnote, p. B-3,4

Footnotes: Table 3, and Appendix B, Tables 1 and 2

General note:

Public library expenditure data used in these tables were obtained through a special questionnaire survey of Chief State Library Officers in each state. At the time of report preparation, five states (New Hampshire, Delaware, Florida, Oklahoma, and Arizona) had not responded to the questionnaire and Vermont could not provide complete expenditure data for any of the three years. In four other states (Connecticut, Iowa, Kansas and West Virginia) data were not available for certain years.

Expenditure data were reported by source of funds used and certain definitions should be noted:

a. Federal source expenditures includes LSCA funds, any other Federal library programs and General Revenue Sharing (GRS) funds distributed to states and used specifically for public library purposes.

b. State expenditures include only those paid from state revenue sources.

c. Local expenditures were compiled by the Chief State Library Officers. These totals may include expenditures from local GRS funds.

Footnotes:

1. Massachusetts 1972, 1974 and 1975 local government expenditures for libraries reported as representing approximately 90 percent of the state's municipalities and excludes capital outlays.

2. Maryland expenditures exclude capital outlays.

3. Michigan 1975 data includes 1974 carry forward federal funds.

Footnotes: continued

4. Michigan 1974 data includes impoundment funds from 1973.

5. Indiana 1972 expenditure data reported from local own source revenues is for Calendar Year 1972.

6. Minnesota local expenditure data do not include capital outlays.

7. North Carolina 1975 expenditures from federal sources includes FY 1973 (supp.) and FY 1974 federal funds.

8. North Carolina 1974 expenditures from federal sources includes some FY 1973 funds.

9. New Mexico 1975 data was adjusted after letter inquiry to the state.

10. Table 6: Population estimates used in per capita calculation are as of July 1, estimates for 1972 and 1974. The estimates for 1975 are as of July 1 and are provisional. Personal income figures are based on the 1971 calendar year, the revised figures for 1974, and the preliminary figures for 1975. The calculations are based on the above data applied to expenditures listed in Table 4.

11. Table 7: "State payments to local governments" includes federal aid channeled to localities through the state.

Sources:

Table 4 - Questionnaire responses obtained for this study from Chief State Library Officers.

Table 5 - Derived from Table 4 data.

Table 6 - 1972 Personal Income - U.S. Department of Commerce, Survey of Current Business, August 1972

Table 6 - 1972 population - Bureau of the Census, Current Population Reports, Series p. 25, No. 488

Table 6 - 1974 and 1975 Personal Income - U.S. Department of Commerce, Survey of Current Business, April, 1976.

Table 7 - U.S. Bureau of Census, State Government Finances, 1967, 1972 and 1974

Appendix C

PROJECT WORKING PAPERS

Summary Notes on State Public Library Aid Programs*

Alabama

- No statutory reference to library aid; 1972 Census of Governments shows $111,000 library aid to counties for "Approved Programs."

Alaska

- Flat grant reimbursement of up to $250 per library association for purchase of books and Periodicals. (Statutes, Sec. 14.56.040-14.56.060)

Arizona

- No statutory reference to library aid; 1972 Census of Governments shows $185,000 of Federal funds distributed to county and city libraries.

Arkansas

- No statutory reference to library aid, except that the State Library Commission (in the Department of Education), "may administer State aid to libraries" (Ark. Statutes 6-307). 1972 Census of Governments indicates a per capita grant plus distribution of Federal funds -- $522,000.

California

- Establishment grant - Maximum of $10,000 per library for 2 years after establishment - not exceed 25% of operating expense, Education Code, Sec. 27133 and 27144.

- Annual per capita grant - Equalization grant, which varies the per capita amount by taking into account population density and equalized assessed values (complicated formula) - Education Code, Sec. 27145.5.

*Based on Analyses of American Library Laws, Fourth Edition 1973 and First Supplement, 1973-74, American Library Association, Alex Ladenson, Editor.

Colorado

- No statutory reference to library aid; 1972 Census of Governments indicates state library aid of $521,000 state funds distributed on formula based on population and area served; also Federal funds district on reimbursement basis.

Connecticut

- Flat amount annaully -- $1,000 to public library aid and $1,200 to "principal public library," plus per capita amount to principal public library -- with maintenance of effort provision
  Sec. 11-24b.

*Delaware

- Note -- public libraries (District Library Commissions) are established by school districts; Census shows no library aid! (probably also shows little or no local library expenditure). State library aid is provided through the Department of Community Affairs and Economic Development - ½ of the amount raised locally, but not to exceed $3,000 for districts of the first class (1,800 school population); $1,500 for 2nd class district (school population 1,000 to 1,800); and $1,000 to 3rd class district (school population less than 1,000).

Florida

- Operating grant -- 25% of amount expended by county during previous year for operation and maintenances of library provided operating budget is at least $20,000.

- Equalization grant -- based on relative equalized property values and a minimum program.

- Establishment grant -- one-year grant not to exceed $50,000 for counties that join or form regional libraries.

- Construction grant -- not less than 50% of construction cost.

- Program grants -- based on applications in accordance with Florida long-range program for library services (Florida Statutes, Sec. 257.17 - 257.192).

Georgia

- Aid for library books and materials distributed in proportion to area and population. Aid for libraries' salaries paid to reimburse in accordance with state minimum salary schedule for teachers and other certificated professional personnel. Code, Sec. 32-625.

*Hawaii

- Public libraries administeres by the state department of education (as are public schools)

Idaho

- No statutory reference to library aid, except under the powers and duties of the State Library Board (Idaho Code, Sec. 33-2504, p.2) -- "To assist in the establishment and financing of a statewide program of regional public library service..."

Illinois

- Equalization grant - amount to make up the difference between a specified levy on equalized assessed value and $1.50 per capita.

- Establishment grant - flat amount ($25,000 for one county plus $15,000 for each additional county viewed by the system).

- Per capita grant - (70 cents per capita) plus $25.00 per square mile of the area served.

- Discretionary grants - to specified research and reference centers.

Indiana

- No statutory reference to library aid.

Iowa

- No statutory reference to library aid. However, a 1973 Act (Ch. 200) established on Regional Library Systems, which will provide technical assistance to local libraries, contract with local library to improve public library service, etc. -- no reference to money grant.

Kansas

- No statutory provision for library aid -- Regional library system provides local library services with Federal, state and local funds -- (this was established in 1965).

Kentucky

- Equalizing grant statutes establish a "Public Library Service Fund" (to receive appropriation separate from that for the Department of Libraries) "for promoting, adiing and equalizing public library service..." Grants authorized to "qualifying" counties based on formulas and regulations designed by the Department of Libraries, Kentucky Rev. Stat., Sec. 171 204. The department evidently distributes a small amount on an equalization basis -- local effort and need (according to Census).

Louisiana

- No statutory provision for library aid.

Maine

- No statutory provision for library aid; 1973 laws, chapter 626 established regional library systems -- among the duties of the Library Commission established by this Act is to advise the Commission of Educational and Cultural Services on the apportionment of state aid to libraries. (Maine Rev. Stat., Title 27, Sec. 112(a) -- but no specific statutory provision for such aid.

Maryland

- State and Regional resource centers and metropolitan cooperative services -- Payment for State and Regional services Code of Maryland, Art. 77, Sec. 169.

- Equalization Aid based on relative per capita taxable wealth (assessed valuation), but no less than 20% of operating expenditures, subject to a minimum program expenditure, currently $3.00 per capita (statewide, the state share is 40% of the minimum program, but for individual counties the local share can be no more than 80% (state share no less than 20%) Code, At. 77, Sec. 176.

- Equalization Aid Building Fund to pay for debt received or pay-as-you-go construction -- difference between a minimum levy for this purpose and 50¢ per capita (Code, Art. 77, Sec. 177).

Massachusetts

- Flat amount (up to $1,000) to towns with population of less than 2,000;
- Per capita amount (37½ cents) to cities and towns over 2,000 population;
- Per capita amounts, varying by population size to cities and towns providing regional library service;
- Additional 2½ cents per capita to Boston.

Michigan

- Per capita aid - ranging from 30 to 60 or 5 (varied by population density -- the lower the density the higher the aid. Michigan Stat., Sec. 15.1791(114).
- Additional per capita aid (5¢)(15.1791(116)).
- Partial reimbursement of head librarian's salary (15.1791(116)).

Minnesota

- Discretionary grants, based on applications; Laws of Minnesota 1973, Chap. 768, Sec. 2 (Lib. Div., State Department of Education, Appropriation Act).

Mississippi

- No statutory reference to library aid.

Missouri

- (1) Per capita grant, (2) Equalization grant based on local tax effort (Mo. Stat., 181.060); Reimbursement of cost of furnishing library services to the blind (Stat. 181.065)

Montana

- No statutory reference to library aid.

Nebreska

- No statutory reference to library aid.

Nevada

- No statutory reference to library aid except that the Nevada Council on Libraries has the "power" to "review plans and applications submitted by libraries and political sub-divisions for state grants -- in aid and make recommendations to the state librarian concerning approval" - Nevada Rev. Stat., Sec. 383.090.

New Hampshire

- Discretionary aid N. H. Rev. Stat., Sec. 201-A:11.

New Jersey

- General library aid equalization aid - per capita aid equalized according to local tax effort (per capita amounts range from .25¢ to $1.25 depending on million levy - from less than 1/3 million/dollar of equalized valuation to more than ½ million/dollar of equalized valuation. New Jersey Stat., Sec. 18A:74-3.

- Construction Incentive Aid - partial reimbursement of eligible project costs. New Jersey Stat., Sec. 18A:74.19.

- Flat grants to area libraries and research library centers. New Jersey Stat., Sec. 18A:74-4 - 18A:74-5.

- Discretionary Incentive grants 18A:74-6.

New Mexico

- Discretionary aid for FY 1974 only (method of distribution to be determined by the State Library Commission) N.M. Stat., Sec. 4-11-19 through 4-11-23, enacted by Laws 1973, Chap. 370.

New York

- (1) Flat grants, (2) Per capita grants, (3) events related to area served (in square miles) (4) Local sponsor incentive aid - where a municipality, district or school district (local sponsor) increases its contribution by a specified amount, additional flat grants or per capita grants are provided. (5) Special grant to reimburse N.Y. Public Library for expenditure on research libraries up to specified amount. (Cons. Laws of N.Y., 1974 suppl., Education Law, Sec. 273.

(6) Matching book aid

North Carolina

- Discretionary aid - no statutory formula, but Dept. of Cultural Resources to develop distribution plan that takes into account "local needs, area and population to be served, local interest and such other factors as may affect the state program of public library service." N.C. Gen. Stat., 1973 suppl., Sec. 125-7.

North Dakota

- No statutory provisions, except references to contracting for library services by the State Library Commission.

Ohio

- Discretionary grants (Essential library services support program) Ohio Rev. Code, Sec. 3375.81 and 3375.82

Note: Public libraries in Ohio receive a portion of the tax on intangibles (classified property tax) collected in the area they serve.

Oklahoma

- No statutory provision.

Oregon

- Discretionary aid - Oregon Rev. Stat., Sec. 357.715.

Pennsylvania

- Equalization aid based on local tax effort.
- Per capita aid to district library centers.
- Flat grants to regional library resource centers, Penn. Statutes, Title 24, Sec. 4303.

Rhode Island

- Per capita aid - General Laws of R.I., Sec. 29-6-2.
- Discretionary aid for construction and capital improvements, Sec. 29-6-6
- Flat grants for supplementary resource centers, Sec. 29-6-7.1
- Flat grants to Providence public library, designated as the "principal public library" Sec. 29-6-8;
- Discretionary grants to special research centers Sec. 29-6-9.

South Carolina

- No statutory provision.

South Dakota

- No statutory provision.

Tennessee

- No statutory provisions.

Texas

- Flat grants to major resource systems,
- Per capita grants to major resource systems, Civil Statutes of Texas, Art. 5446a, Chap. E, Sec. 17(e). Major resource systems comprise major resource centers, area libraries and community libraries.

Utah

- No statutory provisions.

Vermont

- Discretionary Aid. Vermont Statutes, Title 22, Sec. 634.

Virginia

- Partial reimbursement of expenditure to improve library standards, plus per capita grant, plus grant per square mile, (Code of Va., Sec. 42.1-48),
- Flat grants to municipal libraries serving less than 5,00 population (42.1-49).

Washington

- No statutory provisions

West Virginia

- Discretionary aid, W. Va. Code, Sec. 10-1-20.

Wisconsin

- Per capita aid
- Aid per square mile, with amounts increasing for multi-county systems
- Partial reimbursement of operating expenses. Wis. Stat., Sec. 43.24.

Wyoming

- No statutory provisions.

Appendix D

Basic Characteristics of Public Education Subsidy Systems - 1975

State	Equalization Approach: Foundation Program	Equalization Approach: Guaranteed Tax Base (GTB)	State Program Compensates for: Grade Level Differences	Special Ed.	Compensatory Ed.	Bi-lingual Ed.	Geographic Cost Diff.	Density-Sparsity	Declining Enrollment	Capital & Debt Service	Comments
Ala.	$12,390 (average) per teacher unit. RLE:[2] Index of local ability times $4.676 million.			x						x	Districts required to levy a minimum of 7 mills, but can levy up to 12 mills without a vote. Aboute 12 mills require constitutional amendment with legislative approval and a statewide and local vote. Local revenue also available from misc. nonproperty sources.
Alaska		$23,500 per instruction unit on percentage equalizing basis, minimum state share is 93%		x		x	x	x	x	x	Districts are fiscally dependent on local assemblies. No limitation on local levies.
Ariz.	$22,176 per classroom unit in common school. $27,890 per classroom unit in high school. RLE: 13 mills.		x	x		x			x	x	General homeowner property tax reduction keyed to school district spending levels. State property tax of 7.5 mills
Ark.		All districts receive total amount of foundation aid as in the previous year; increases in appropriations distributed on percentage equalizing basis.	x	x				x			Increases in appropriations are divided between support for teacher units (75%) and operational support (25%).
Calif.	$909 per pupil in ADA in elementary, $1,094 per pupil in ADA in high school. RLE: 22.3 mills for elementary 16.4 mills for high school.		x	x	x	x		x	x	x	Bonus of $20 per pupil in ADA added to foundation level for districts which unify. Minimum aid per pupil of $125.
Colo.		$29.62 per mill per pupil in ADA.		x		x		x	x		Minimum state aid guarantee of $10.35 per mill per pupil.
Conn.		$27 per mill per capita		x	x					x	Flat grant of $260 per pupil. Lottery is only source of funds for GTB, which remains underfunded.
Del.		$1500 per unit on percentage equalizing basis; minimum state share is 10% ($150) maximum 90% ($1350).	x	x						x	Major state aid is a flat grant per unit based upon a state salary scale, and for other cost

D-1

Basic Characteristics of Public Education Subsidy Systems - 1975

State	Equalization Approach: Foundation Program	Equalization Approach: Guaranteed Tax Base (GTB)	State Program Compensates for: Grade Level Differences	Special Ed.	Compensatory Ed.	Bi-lingual Ed.	Geographic Cost Diff.	Density-Sparsity	Declining Enrollment	Capital & Debt Service	Comments
a.	$745 per weighted pupil (full time equivalent). RLE: Approx. 6.3 mills.		x	x	x		x	x		x	To participate in foundation program, school boards cannot exceed 8 mills. 80% of funds for grades K-3 must be expended in those grades, 70% expenditure requirement for other categories.
Ga.	$8858 (average) per instructional unit (based on a state salary scale) plus $1400 per unit for expenses. RLE: about 4 mills.	Up to district at 90th percentile of wealth, but unfunded in 1975-76.		x				x		x	Limit of 20 mill levy without vote, up to 30 mills with vote.
Hawaii											Full state funding including capital outlay. No property tax revenue for schools.
Idaho	$570 per weighted pupil in ADA RLE: 22 mills.		x	x				x			
..l.	$650 per weighted pupil in ADA. Chargeback: 8.' to 10.8 mills depending upon size and type of district.	$64,615 per pupil (tax base) in elementary districts, $120,000 in high school and $42,000 in unit districts.	x	x	x	x			x	x	Flat grant of $60 per elementary pupil and $75 per high school pupil to districts not receiving equalization aid. Districts may select to receive aid under either the foundation program or the GTB; most districts opt the GTB.
ind.	$690 per weighted pupil in ADM; Chargeback: 30 mills.			x	x				x	x	
wa	$775 per pupil in membership. RLE: 20 mills.			x					x		
ns.		$600 per pupil (average) for each 1 percent of local effort.		x				x	x		Federal impact aid included in state aid formula. Every district receive 15% of resident individual income tax liability.
ky.	$417 (1974-75) per weighted pupil in average daily full-time equivalence attendance. RLE: Approx. 30 mills.		x	x					x	x	Weighted pupils adjusted by statewide schale of teacher rank and experience. Foundation program funds must be expended in weighting catcgory where earned.
l	$8258 per teacher (average) based on state salary schedul:. RLE: 5 mills, plus s--rance tax and 5 of receipts from school land.		x	x		x		x			20 mills above required local effort and 1 cent local sales tax permitted with vote. Flat grant of $6.68 per pupil. School districts ar. l.cally dependent on parish (county) or city. $4H per pupil for expenses included in foundation program.

Basic Characteristics of Public Education Subsidy Systems - 1975

State	Equalization Approach: Foundation Program	Equalization Approach: Guaranteed Tax Base (GTB)	State Program Compensates for: Grade Level Differences	Special Ed.	Compensatory Ed.	Bi-lingual Ed.	Geographic Cost Diff.	Density-Sparsity	Declining Enrollment	Capital & Debt Service	Comments
Maine	$694 (state wide average expenditure) per elementary pupil, $1078 per secondary pupil. Uniform property tax of 13.25 mills.	$50 per mill per pupil, for maximum of 2.5 mills above 13.25 mill uniform tax rate.	x	x				x		x	State recaptures uniform property tax in excess of foundation program. No recapture on 2.5 mills above uniform property tax of 13.25 mills. Federal impact aid included in state aid formula.
[illegible]	$624 per pupil. RLE: 0.688 percent of property valuation and taxable income.			x				x		x	State level property assessment.
[illegible]ss.		Percentage equalizing, state share is 35% of average wealth district; minimum support level 15%, maximum 75%.		x		x				x	Reimbursement under GTB only for per pupil expenditures between 80-110% of state average. Minimum of 15% bonus state aid for towns joining regional districts.
[illegible]sh.		$42.40 per mill per pupil up to 20 mills, $38.25 between 20 and 27 mills.		x	x	x					Additional state aid for areas with non-educational tax rates 35% more than state average.
Minn.	$900 per weighted pupil in ADM. RLE: 29 mills.		x	x	x				x		Districts with pupil growth rate of 2-5% receive extra weighting.
[illegible]ss.	$11,538 (est. 1975-76) per average teacher unit. RLE: County index times $16 million.			x						x	25 mill nonvoted limit, additional 3 mills by voter approval.
Mo.	$616 (154% of $400) per pupil in ADA. RLE: 12.5 mills plus railroad and utility property revenue and intangible taxes.			x	x						State aid of $14 per pupil in ADA in districts which levy at least 35 mills. Two-thirds vote required for levies above 37.5 mills.
[illegible]nt.	$511 per elementary pupil, $681 per high school pupil; mandatory state levy of 25 mills for elementary, 15 mills for high school.	Approx. $14 per mill per elementary pupil, maximum of 9 mills; approx. $28 per mill per high school pupil, maximum 6 mills.	x	x				x			Statewide property tax revenues exceeding foundation level recaptured by state. Property assessors are agents of State Department of Revenue.
[illegible]br.	$225 per pupil in ADM in kindergarten, $450 in grades 1-6, $500 in grades 7-8, $550 in grades 9-12. RLE: 8 mills (K-8 district) 12 mills (K-12 district) 5 mills (9-12 district)		x	x	x			x			Pupil flat grants ($17.50 - $40 according to grade level) and teacher flat grants ($50 - $350 according to qualifications) deducted from foundation amount.

Basic Characteristics of Public Education Subsidy Systems - 1975

State	Equalization Approach: Foundation Program	Equalization Approach: Guaranteed Tax Base (GTB)	State Program Compensates for: Grade Level Differences	Special Ed.	Compensatory Ed.	Bi-lingual Ed.	Geographic Cost Diff.	Density-Sparsity	Declining Enrollment	Capital & Debt Service	Comments
·v.	$832 (statewide average) per weighted pupil. RLE: 7 mills, plus 1 cent sales tax.	125% of foundation amount with 15 mills.	x	x				x			No recapture to state under GTB.
N.H.	$453 per elementary pupil, $580 per high school pupil. Chargeback: 14 mills.		x	x						x	No maximum on millage levy by district school committees. Flat grant of $24.52 per pupil from sweepstakes.
" J.		$79 per mill per pupil in ADM (1.3 times state average).		x	x	x				x	Law (Chapter 212, Laws of 1975) must be approved by Supreme Court before implementation; law retains hold-harmless and minimum aid provisions. Expenditures per pupil in district at 65th percentile is limit for GTB aid.
Mex.	$703 per weighted pupil in ADM. RLE: 8.925 mills plus federal impact aid (P.L. 874).		x	x		x		x		x	Teacher training and experience index used to adjust weights. Property tax limit of 8.925 mills with no voter override. State assesses corporate property.
N.Y.	$1200 per weighted pupil. RLE: 15 mills.		x	x	x	x				x	Minimum flat grant of $960 per pupil to all districts. Many districts under save-harmless provision.
N.C.	$10,682 (average) per teacher and principal; $15,976 per supervisor. RLE: none.		x	x							Flat grants as follows: instructional materials, $9 per pupil; plant operations, $25.91 per pupil; clerical assistance, $7.39 per pupil.
Dak.	$640 per weighted pupil. Chargeback: 20 mills.		x					x	x	x	Portion of federal impact aid included calculating state aid. Nonvoted tax limit of 24 mills, no limit with vote (60% majority)
io		$48 per mill per ADM up to 20 mills; $42 per mill per pupil for next 10 mills (phase-in 17% first year, 26% second year.)		x	x				x		New program enacted in 1975. Save-harmless guarantees same state aid as previous year. Disadvantaged pupil impact aid based on concentration of ADC pupils and district total ADM, from $7.50 per pupil to $71.50 per pupil in total ADM.
la.	$275 per elementary pupil in ADA, $330 per secondary pupil. Chargeback: 15 mills plus 75% of 4 mill county levy.	Percentage equalizing of 5 mills (between 15 and 20), state share is 45% of average wealth district, minimum support .415, maximum .835.	x	x							Nonvoted limit of 20 mills, 35 mill limit with vote. Flat grants of $48.33 per pupil in ADM for salaries of teachers and support personnel.

Basic Characteristics of Public Education Subsidy Systems - 1975

State	Equalization Approach: Foundation Program	Equalization Approach: Guaranteed Tax Base (GTB)	State Program Compensates for: Grade Level Differences	Special Ed.	Compensatory Ed.	Bi-lingual Ed.	Geographic Cost Diff.	Density-Sparsity	Declining Enrollment	Capital & Debt Service	Comments
reg.	$827 per weighted pupil in ADM. Chargeback: 8.79 mills.		x	x				x	x		Intermediate education districts provide limited equalization of educational resources. Flat grant of $296 per weighted pupil, which is counted toward foundation program.
a.		Lesser of actual expense per weighted pupil in ADM or $750, on percentage equalizing basis with state share 50% in average wealth district; minimum state share 10%.	x	x	x			x		x	
..I.		Actual previous year expense on percentage equalizing basis; minimum state share 30%.		x	x	x		x		x	Bonus state aid for regionalizin two or more districts.
S.C.	$7,390 (average) per teacher. One teacher for 26 pupils in ADA, RLE: none.			x						x	Flat grant of $35 per pupil for operational aid.
Dak.	$10,000 per classroom unit. RLE: 18 mills on nonagricultural property, 13 mills on agricultural.		x	x				x			Nonvoted tax limit of 40 mills on nonagricultural, 24 mills on ...ultural; 10 mills more by ...r approval. Flat ...f $1550 per classroom
Tenn.	$7915 per teaching position (average according to state salary scale). RLE: Economic index times $18.2 million.			x				x		x	No tax rate limit on school levies.
Tex.	$10,747 (average) per personnel unit, plus $90 per pupil in ADA. Chargeback: 3 mills.	Maximum of $50 million per year and/or $70 per pupil to districts with property wealth less than 125% of state average wealth per pupil, on percentage equalizing basis.	x	x	x	x		x			New law (HB 1126) includes $5 million appropriated to governor's office for study to determine the "value of taxable property in each school district Save harmless guarantees districts 104% of previous year state aid; chargeback cannot increase more than 100% over previous year.

Basic Characteristics of Public Education Subsidy Systems - 1975

State	Equalization Approach: Foundation Program	Equalization Approach: Guaranteed Tax Base (GTB)	State Program Compensates for: Grade Level Differences	Special Ed.	Compensatory Ed.	Bi-lingual Ed.	Geographic Cost Diff.	Density-Sparsity	Declining Enrollment	Capital & Debt Service	Comments
[illegible]sh	$621 per weighted pupil unit. RLE: 28 mills.			x	x	x		x		x	Proceeds from 28 mill levy which exceed foundation program are paid (recaptured) to state. Additional pupil units based upon training and experience of professional staff in a district. Above 28 mills, up to 38 mills, by vote. Capital outlay funding under study.
[illegible].		Percentage equalizing with state aid 32% of average wealth district.		x						x	No minimum or maximum school tax rates provided by law.
Va.	$730 per pupil. Chargeback: $730 per pupil minus sales tax times composite index.			x	x						Proceeds from 1 cent state sales tax returned to schools on basis of school age population. Incentive state payment of 5% of per pupil expenditures for exceeding "required local expenditure".
Wash.	$480 per weighted pupil. RLE: state property tax of 36 mills.			x	x	x		x		x	State property tax of 36 mills on adjusted valuation. Pupils weighted according to staff training and experience (state average weight is 56). No limit on voter-approved millage, but for one year only.
W. Va.	$7819 (average) per teacher according to state salary scale. Chargeback: 3.92 mills on residential and farm, 7.84 mills on other property except personal property.			x						x	All districts at or above non-voted tax limits of 2.29 mills on personal property; 4.59 mills on residential and farm, 9.18 mills on other property. Voted tax limit is twice non-voted. Flat grants of $1200 per teacher. Amounts for current expense and administration distributed on per pupil basis.
s.		For districts with per pupil expenditures below $1405: $90,000 K-12 districts; $253,000, 9-12 districts; $107,300, K-8 districts. For districts above $1405: $55,400, K-12 districts $155,400, 9-12 districts; $65,900, K-8 districts.		x	x					x	In 1975-76 no recapture to state from districts with valuations exceeding guarantee. Effective 1976-77, full recapture to state of excess above second tier of guaranteed tax base (above $1405) except for transitional save-harmless aid.
				x				x		x	

Basic Characteristics of Public Education Subsidy Systems - 1975

State	Equalization Approach		State Program Compensates for								Comments
	Foundation Program	Guaranteed Tax Base (GTB)	Grade Level Differences	Special Ed.	Compensatory Ed.	Bi-lingual Ed.	Geographic Cost Diff.	Density-Sparsity	Declining Enrollment	Capital & Debt Service	
Wyo.	$18,700 per classroom unit KLE: 10 mills (grades 1-12 district) plus share of 12 mill county levy.	Statewide average valuation per unit minus district valuation times 13 mills times number of units (for districts at maximum levy).		x				x		x	25 mill nonvoted levy limit in unified districts: 3 additional mills with vote. State property of 6 mills.

Footnotes: (1) RLE means Required Local Effort.
(2) Chargeback refers to local funds used as a substraction factor applied to state grants

Source: Adapted from "School Finance at a Glance" prepared by the Education Commission of the States, Denver, Colo.

Selected Bibliography

Library Service, Carleton B. Joeckel, Prepared for the Advisory Committee on Education, GPO, 1938

The Enoch Pratt Free Library: A Social History, Philip Authur Kalisch, Sconecrow Press, 1969

The Role of the State Library in Adult Education, Donald D. Foos, Libraries Unlimited Inc., 1973

The Public Library in Non Traditional Education, Jean Brooks, and David Reich, ETC Publication, 1974

Non Traditional College Routes to Careers, Julian Messner Co., New York, 1975

The Condition of Education, 1967 Ed., National Center for Education Statistics

Public School Finance Programs, 1975-76, Esther O. Tron, Bureau of School Systems, OE, GPO, 1976

Federal Policy and Library Support, Redmond Kathleen Molz, MIT Press, 1976

Improving Urban America: A Challenge to Federalism, ACIR, Washington, September 1976

Financing Schools and Property Tax Relief - A State Responsibility, ACIR, Washington, 1973

Measuring the Fiscal Capacity and Effort of State and Local Areas, ACIR, March 1971

The State Library Agencies, A Survey Project Report, 1975, Donald B. Simpson, Association of State Library Agencies and Chief Officers of State Library Agencies

The ALA Yearbook, 1975, American Library Association

The ASLA Report on Interlibrary Cooperative, ASLA, 1976

American Library Laws, Fourth Edition, A.L.A., Alex Ladenson Ed.

Supreme Court of the United States (Syllabus)
San Antonio Independent School District, et. al.
v. Rodriguez, et. al., (No 71-1332) March 21, 1973

Alternatives for Financing the Public Library, prepared for the National Commission on Libraries and Information Science by Government Studies & Systems (GSS), April 1974

Basic Issues in the Governmental Financing of Public Library Services, Rodney P. Lane, A Commissioned paper under the Commissioned Papers Project, Teachers College, Columbia University, under a USOE Grant, 1973

The Role of the State in the Development of Public Library Services, Rodney P. Lane, Columbia University, Commissioned Papers Project, USOE, 1974

Alternative Programs for Financing Education, R. L. Johns, National Education Finance Project, 1971

State Library Policy, St. Angelo, Hartsfield and Goldstein, ALA, 1971

State Departments of Education, State Boards of Education and Chief State School Officers, Sam P. Harris, U.S. HEW

Evaluation of the Federal Funding of Public Libraries, (in process) Government Studies & Systems for NCLIS

Arsenals of a Democratic Culture. Ditzion, Sidney. Chicago Library Association, 1947.

"Evaluation of Public Services for Adults." Monroe, Margaret E. Library Trends 22 (Jan. 1974): 337-359

"Public Library in the Learning Society." Wisconsin Library Bulletin 69 (July 1973): 194-198.

The Public Library's Role in Non-Traditional Study. Houle, Cyril O. Washington, D.C.: USOE, Division of Library Programs, 1974.

Continuing Education for Adults Through the American Public Library, 1833-1964. Lee, Robert Ellis. Chicago: American Library Association, 1966.

Diversity by Design. Commission on Non-Traditional Study. San Francisco: Josseye Bass, 1973

Adult Education Activities in Public Libraries. Smith, Helen Lyman. Chicago: American Library Association, 1954/

Freedom and Beyond. Holt, John. New York; Dutton, 1972.

Deschooling Society. New York: Harrow Books, 1972.

Education without School: How it can Be Done". New York Review of Books.

"The Public Library: The People's University?" Molz, Kathleen. (Jan. 7, 1971): 25-31

The Public Library: The People's University. Johnson, Alvin. New York: American Association for Adult Education, 1938.

The Public Library and the City Conant, Ralph, ed. Cambridge, Mass.: MIT Press, 1965.

Readers' Advisors at Work. Flexner, Jennie M. and Hopkins, Byron C. New York: American Association for Adult Education, 1941.

"Adult Independent Learner: New Public Library Focus." Library Journal 98 (Dec. 1, 1973): 3491

The American Public Library and the Diffusion of Knowledge. New York: Harcourt, Brace, 1924.

Libraries and Adult Education. American Library Association. Commission on the Library and Adult Education. Chicago: American Library Association, 1926.

* U. S. GOVERNMENT PRINTING OFFICE : 1977 230-055/6186

NATIONAL COMMISSION ON LIBRARIES
AND INFORMATION SCIENCE

COMMISSION MEMBERS

Frederick Burkhardt, Chairman
Joseph Becker
Daniel Boorstin
Daniel Casey
Carlos Cuadra
Martin Goland
Louis A. Lerner
Marian Leith
Bessie B. Moore
Ralph A. Renick
John E. Velde, Jr.
Julia Li Wu
Mildred E. Younger

COMMISSION STAFF

Alphonse F. Trezza, Executive Director
Douglas S. Price, Deputy Director
Mary Alice Hedge Reszetar, Associate Director
Ruth L. Tighe, Research Associate

The views and opinions expressed in this Report are those of the Government Studies and Systems, Inc., and do not necessarily reflect official position or policy of the National Commission on Libraries and Information Science.